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ABSTRACT

This planning guide begins with an overview of school-to-work transition. Section 1 also provides an overview of federal and Georgia state legislation and describes current school-to-work transition efforts, such as tech prep education, youth apprenticeship, cooperative education, entrepreneurial ventures and school-based enterprises, occupational-academic cluster programs, career academies, and registered apprenticeship. Section 2 outlines the characteristics, student outcomes, and suggested goals of a youth apprenticeship program. Section 3 suggests steps for designing a program: appraise conditions, determine beginning program parameters, establish an initial consortium, define basics for program administration and finance, institute program structure and plan the learning delivery strategy, plan program composition, establish rights and responsibilities of participants, design and orientation and training components, and design recruitment and marketing strategy. Sections 4-7 focus on these areas: the career development component; curriculum design, especially work- and school-based learning; mentor orientation and training; and program evaluation. Contents of the appendices are as follows: the School-to-Work Opportunities Act of 1994; Georgia Youth Apprenticeship Legislation; example of education/training agreement; fact sheet on legal liabilities; and list of organizations developing national skills standards. (YLB)

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PLANNING GUIDE FOR IMPLEMENTING A QUALITY YOUTH APPRENTICESHIP PROGRAM IN GEORGIA

by

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Section 1

OVERVIEW OF SCHOOL-TO-WORK TRANSITION

Educational reform movements of the 1980s focused primarily on improving academic proficiencies of college-bound youth. Indeed, little attention was given to enhancing the school-to-work transition of non college bound youth. However, more recent national reports stress the need to overcome the disconnection between education and work and provide smooth, non fragmented options for all youth. Emphasis on school-to-work transition has been prompted by such factors as changing student and work force demographics, the need for a more productive and competitive workforce, and concern about the economic well-being of many youth.

Programs are now needed that connect youth in school with the world of work and knowledge of themselves. Because of inadequate preparation for employment and lack of assistance in making the transition to work, many youth struggle in the labor market, are unemployed, or are in jobs without opportunity for advancement.

In addition to difficulties faced by individuals, a skill deficient young work force hampers our nation's economic growth, productivity, and ability to compete in a global economic marketplace. Projections for slow growth and increasing demands for technologically literate workers will intensify this problem into the next decade. A new educational reform should be based partially on bringing school and work closer together; to

enhance the work place as a learning site and to make school learning more relevant to problem solving and social skills that young adults will need on the job.

A transition from school-to-work system should not be separate from existing offerings—it should be part of an integral, natural, and continuous process. The outcomes of an effective school-to-work transition system include (a) well-prepared graduates, (b) public awareness of what the school has to offer, and (c) relevant workplace training experiences offered by business and industry.

School-to-work transition means the process of moving students from high school into post secondary education and/or work with the goal of preparing them for high-skill, high-wage occupations. It is an effort for all students—college bound and non college bound—and should be reflected in the mission of a public school.

LEGISLATION

The academic and occupational preparation of all students is in the best interests of the state, as well as the nation, if young people are to compete effectively in the global economy, maintain high productivity growth, and improve the national standard of living. Recently enacted federal legislation, the School-to-Work Opportunities Act of 1994, has responded to these concerns. This legislation offers states and localities a greater latitude in designing systems to

connect school to work. (Refer to Appendix A for a copy of legislation)

School-to-Work Opportunities Act of 1994

The School-to-Work Opportunities Act, jointly administered by the Departments of Education and Labor, is designed to bring together partnerships of employers, educators, and others to build a high quality School-to-Work System that prepares young people for careers in high-skill, high-wage jobs.

The purposes of this legislation are:

- The School-to-Work Opportunities Act provides states, over the next five years, with federal assistance to develop and implement a statewide school-to-work system. The goal for this system is to ensure students a seamless transition from secondary education into meaningful, high quality employment and/or further education. Under this legislation significant partnerships must be developed at the state, regional and local levels to bring together educators, business/industry/labor and community-based organizations to integrate academic and vocational technical education and to more closely align secondary and post secondary curricula.
- The school-to-work legislation gives states the flexibility and autonomy to design and implement their own programs based on regional economic and labor market needs. States are encouraged to create their own school-to-work initiatives, utilizing various sources of support,

including federal grants to states, direct grants to partnerships and waivers from provisions of other federal programs authorized by the Secretary of Education or the Secretary of Labor.

- Federal programs to be coordinated with school-to-work are the Adult Education Act, Carl D. Perkins Vocational and Applied Technology Education Act, Elementary and Secondary Education Act, Higher Education Act, Social Security Act (part F of title IV), Goals 2000: Educate America Act, Individuals with Disabilities Education Act, Job Training Partnership Act, National Apprenticeship Act, Rehabilitation Act, and National and Community Services Act.

The basis of the School-to-Work Opportunities system is: (1) The integration of work-based learning and school-based learning; (2) The integration of occupational and academic learning; and (3) The linking of post secondary and secondary education. As a result of this system it is anticipated that students will attain a high school diploma; a certificate or diploma recognizing successful completion of one to two years of post secondary education, if appropriate; and a skill certificate.

School-to-Work Provisions

As signed by President Clinton, the School-to Work Opportunities Act of 1994:

- Authorizes \$300 million in fiscal 1995, and open-ended funding

through fiscal 1999, for grants to states and communities to help youths make the transition from education to employment.

- Requires eligible school-to-work programs to include three core program components: (1) school-based learning, (2) work-based learning, and (3) connecting activities.

- Provides three types of grants to states and communities to implement their own school-to-work systems:

1. Developmental grants, available to all states based on population, which can be used to help establish a statewide system.

2. Five year implementation grants, awarded on a competitive basis to states that submit comprehensive plans for implementing a statewide school-to-work system.

3. Grants to local communities, awarded on a competitive basis, for communities ready to implement school-to-work programs before their states, and for urban and rural areas with high unemployment and poverty rates.

In addition, the legislation allows states to seek relief from certain federal laws and regulations governing job-training and education programs in order to combine federal resources for school-to work activities.

School-to-Work Opportunities programs must incorporate three basic program components:

1. *Work-based Learning*, that includes--

- ☐ A planned program of job training and experiences (including training related to pre-employment and employment skills to be mastered at progressively higher levels) that are coordinated with learning in the school-based learning component and that are relevant to the career majors of students and lead to the award of skill certificates;

- ☐ Work experience (preferably paid) but could include such other activities as job shadowing, school-sponsored enterprises, or on-the-job training;

- ☐ Workplace mentoring;

- ☐ Instruction in general workplace competencies, including instruction and activities related to developing positive work attitudes, and employability and participative skills; and

- ☐ Broad instruction, to the extent practicable, in all aspects of the industry.

2. *School-based Learning*, that includes--

- ☐ Career awareness and career exploration and counseling (beginning at the earliest possible age, but not later than the 7th grade) in order to help students who may be interested to identify, and select or reconsider, their interests, goals, and career majors, including those options that may not be traditional for their gender, race, or ethnicity;

- ☐ Initial selection by interested students of a career major no later than the beginning of the 11th grade;
 - ☐ A program of study designed to meet the academic content standards of the State which have been established for all students, including, where applicable, standards established under the Goals 2000: Educate America Act, and to meet the requirements necessary to prepare a student for post secondary education, and the requirements necessary for a student to earn a skill certificate;
 - ☐ A program of instruction and curriculum that integrates academic and vocational learning (including applied methodologies and team-teaching strategies), and incorporates instruction, to the extent practicable, in all aspects of an industry, appropriately tied to the career major of the participant.
 - ☐ Regularly scheduled evaluations involving ongoing consultation and problem solving with students and school dropouts to identify their academic strengths and weaknesses, academic progress, workplace knowledge, goals, and the need for additional learning opportunities to master core academic and vocational skills; and
 - ☐ Procedures to facilitate the entry of students participating in a school-to-work program into additional training or post secondary education programs, as well as to facilitate the transfer of the students between education and training programs.
3. *Connecting Activities*, that include--
- ☐ Matching students with work-based learning opportunities of employers;
 - ☐ Providing, with respect to each student, a school site mentor to act as a liaison among the student and the employer, school, teacher, school administrator, and parent of the student, and, if appropriate, other community partners;
 - ☐ Providing technical assistance and services to employers, including small- and medium-sized businesses, and other parties in designing school-based learning components, training teachers, workplace mentors, school site mentors, and counselors;
 - ☐ Providing assistance to schools and employers to integrate school-based and work-based learning and integrate academic and occupational learning into the program;
 - ☐ Encouraging the active participation of employers, in cooperation with local education officials for the implementation of local activities of school-based and work-based learning;
 - ☐ Providing assistance to participants who have completed the program in finding an appropriate job, continuing their education, entering into an additional training program, or linking the participants with other community services that may be necessary to assure a successful transition from school to work;
 - ☐ Collecting and analyzing information regarding post-program outcomes of participants in the school-to-work program, to the extent practicable, on the

basis of socioeconomic status, race, gender, ethnicity, culture, and disability, and on the basis of whether the participants are students with limited-English proficiency, school dropouts, disadvantaged students, or academically talented students; and

- Linking youth development activities with employer and industry strategies for upgrading the skills of their workers. (Title I-School-to-Work Opportunities Basic Program Components, 1994)

Georgia Legislation

In 1992, the governor initiated and the Georgia General Assembly passed Georgia Code #20-2-161.2 (see Appendix B), establishing the legal basis for developing Youth Apprenticeship Programs in Georgia. This law directs the Georgia Department of Education to develop policies, procedures and standards necessary to implement Youth Apprenticeship Programs for all state school systems by 1996. The legislation further provides for collaborative relationships in developing this program with the Georgia Departments of Labor and Technical and Adult Education.

CURRENT SCHOOL-TO-WORK TRANSITION EFFORTS

A number of proven pedagogical alternatives are available to facilitate the preparation of youth for transition from school to work (although not all options are available in all schools or communities).

Tech Prep Education

As part of the reauthorization of the Carl D. Perkins Vocational and Applied Technology Education Act, tech prep (technical preparation) education was established. Tech prep education is a four-year planned sequence of study for a technical field, beginning in the eleventh year of high school. The sequence extends through two years of post secondary education or an apprenticeship program of at least two years following secondary instruction, and culminates in a certificate, diploma or associate degree.

The main planners of Tech-Prep programs are consortia of school districts and post secondary institutions. Tech prep requires a formal and program-specific articulation agreement between the secondary and post secondary institutions. (An articulation agreement is a formal mechanism by which secondary and post secondary institutions commit to jointly develop and implement tech prep curricula and instruction.) Tech prep is made available to all secondary students. Tech prep prepares students for direct entry into the work place as technically skilled employees and for further education leading to advanced degrees.

Tech-Prep programs have the following characteristics:

- The program coordinates a student's last 2 years of high school with 2 years at a post secondary educational institution and integrates vocational and academic education.
- The secondary school concentrates on academic preparation and

introductory occupational courses to ensure that students are prepared to pursue more advanced training at the post secondary level.

- At the post secondary institution, the student pursues more advanced academic work and occupationally specific courses.
- Students are prepared to earn a two-year degree in an occupationally specific field.

Tech prep education is a key strategy for building a school-to-work system and is a significant innovation in the education reform movement. The principles and practices of tech prep are key components for a school-to-work system.

Tech prep education should:

- provide a career path intended to prepare students for high-skill technical occupations by formally linking secondary and post secondary education and integrating academic and occupational learning;
- offer opportunities for direct entry into the work place as a qualified technician or continuation with further education leading to an advanced degree;
- be available to all students;
- offer effective employment placement; and
- address systemic and structural change which requires effective communication, coordination, cooperation, and collaboration, including

breaking down traditional barriers between levels of education, academic and vocational education, education and employers.

Tech prep programs try to smooth the transition into post secondary programs in the same occupational field by coordinating course requirements, reducing duplication, and, in some cases, granting advanced standing. While Tech prep education usually does not include work-based learning and little business and industry involvement, interest is growing in adding a structured work component. Tech prep can be enhanced to play an even stronger role in establishing a network in a school-to-work system.

Youth Apprenticeship

Youth apprenticeship offers students both school-based and work-based educational experiences. It combines structured, paid work and training on-the-job with related classroom instruction. The emphasis is on contextual, real-world learning through workplace experience.

Effective youth apprenticeship programs require extensive coordination between employers, schools, labor, and government because of its high academic standards and high-skill career opportunities. Some of the defining characteristics of youth apprenticeship are:

- Employers active participation. Jobs, training and mentoring opportunities are provided to participants. In addition, employers assist in developing curricula and industry standards.

- Integration of work-based and school-based learning. Structured classroom instruction and workplace experiences are integrated so that one reinforces the other and allows for the acquisition of skills with increasing levels of difficulty and complexity. Employers and school personnel actively participate.

- Integration of academic and vocational learning. Cognitive and technical skill development, high academic standards, and infusion of each with aspects of the other which breaks down the traditional barriers between academic and vocational learning.

- Secondary and post secondary linkages. Structured connections generally begin in the eleventh or twelfth grade and continue into one or two years of post secondary education.

- Award of an occupational skill certificate. In addition to the high school diploma and the post secondary certificate or degree, participants receive a certificate of mastery of occupational skills. Firms across the industry in which participants train, recognize and respect this certificate.

This combination of "real" work experience, student-mentor relationship, integration of education and work, and certificate of accomplishment provides students with structured pathways from school-to-work and can be a strong foundation on which to build a school-to-work system.

Cooperative Education

Cooperative Education is the most commonly available form of work-based education in the public schools that assist students in making the transition from school to work. Cooperative Education is a method of instruction that features agreements between schools and employers to provide on-the-job training that relates to the student's area of vocational study in school and is based on objectives jointly developed by the school and employer.

In a typical cooperative education program, employers provide part-time jobs in the student's vocational field. A teacher-coordinator of the vocational cooperative education program arranges placements, develops a training plan with the employer specifying what the student is expected to learn on-the-job, and makes periodic supervision visits to the employer's place of business. The employer evaluates the student's job performance in consultation with the teacher-coordinator.

Cooperative Education programs provide paid work experience linked to the occupational programs students are pursuing. Students work on-the-job part-time (usually in the afternoon) and attend both academic and a occupational-related course(s) during the remainder of the school day.

Cooperative education programs could be enhanced to make them more consistent with school-to-work systems as defined by the School-to-Work Opportunities Act. Programs need not have every feature, but they must have

several of those that are most critical. Potential enhancements could include:

- Effective secondary to post secondary school linkages, including at least one year of post secondary education.
- Career exploration and information covering an array of opportunities and exposure to all aspects of an industry. Typically, a student's cooperative education work experience is connected directly to a specific major and has a specific focus within that occupation, so they may not be exposed to all aspects of that industry.
- A structured method for placing students in jobs or in continuing education and training.
- A program of instruction and curriculum that integrates academic and vocational learning.

Entrepreneurial Ventures and School-Based Enterprises

There has been little consideration given to the possibility that entrepreneurship training could serve as a basis for a school-to-work transition model. Entrepreneurial ventures teach students to assess their own attitudes, aptitudes, and skills relative to those necessary for developing and running a business. Entrepreneurial activities, such as a student created and managed business, introduce students to the challenges and satisfactions of operating a small business; even though many may never own their own business, a majority of students will work for a small business. In student centered enterprises,

students are responsible for all aspects of the operation and management of the business and are encouraged to view their duties as an investment in learning that will pay off when they make the transition from school to work. In many student created enterprises, students are paid in the form of an hourly wage for their work, a stipend, or a percentage from the profits generated from the goods or services.

School-based enterprises (SBEs) engage students in school-based activities that produce goods or services for sale or use by people other than the students involved. These activities range from mini-enterprises to students building houses, running restaurants, managing school stores, publishing periodicals and newspapers, conducting studies for local business/industry, and engaging in small-scale manufacturing (Stern, Stone, Hopkins, McMillion, & Crain, 1994). Such activities can provide some of the same work-preparation advantages as employer-based apprenticeship.

Occupational-Academic Cluster Programs

These programs offer all students in a high school a choice of several distinct career majors, each based on a sequence of related courses tied to a cluster of occupations. Each cluster offers students occupation-specific courses or training in vocational skills after they complete introductory courses. The clusters integrate academic and vocational instruction, and use applied-learning techniques. Students may take several courses in their cluster each year, the clusters resemble a "school-within-a-school" model or career academy.

Career Academies

The Career Academy is a "school-within-a-school" organized around a broad occupation or industry theme. This multi-year model typically begins in the 10th grade. Academic and occupation-related learning are integrated in a curriculum built around a single industry cluster and delivered by a group of teachers. Teachers coordinate their efforts closely and often teach as a team. Business and industry usually play a role in developing the curriculum and also donate time as work site mentors. Students work in internships during the summer between junior and senior years and, in some programs, during the last half of the senior year.

Registered Apprenticeship

These training programs usually serve students who have completed their full-time schools. Apprentices are under contract with employers, union, and the local joint apprenticeship training committee. Apprentices function as full-time workers with normal working conditions, for a specified period of time, under the supervision of skilled workers (journey workers). They receive part-time related instruction in school for a few hours per week.

The Bureau of Labor Statistics identifies several common characteristics of registered apprenticeship programs:

- lasts a specified length of time (1 to 6 years--usually 4 years);
- covers all aspects of the trade;

- includes both on-the-job training and related instruction (which generally takes place in the classroom and involves the techniques of the trades as well as theory behind techniques; recommended 144 hours per year minimum);

- apprentice works under experienced journey workers who gradually lessen supervision;

- pay increases periodically throughout apprenticeship;

- an apprenticeship agreement is signed between sponsor (employer, employer associations, or unions) and employee;

- program is registered with and must meet standards of either Federal Government, federally approved State apprenticeship agency, or Department of Labor's Bureau of Apprenticeship and Training (BAT);

- successful completion of program involves certificate of completion from Department of Labor or a federally approved State apprenticeship agency; and

- sponsors (either unions, employers, or trade associations) plan, administer, and pay for the program as well as set qualification standards that apprentices must meet (DOL 1991/92).

Section 2

YOUTH APPRENTICESHIP GUIDELINES

A youth apprenticeship approach is designed to provide the Georgia economy with a pool of highly trained, technologically sophisticated young workers through a program defined by the following general characteristics:

✓ Active participation of employers and industry associations in establishing standards of performance, delivery of structured work-based learning, determination of student achievement through performance-based assessment, and the award of a credential that recognizes a student's mastery of skills.

✓ A program of study at both the secondary and post secondary levels that is academically challenging and engages the student as an active learner, and uses teaching strategies that emphasize active, contextual learning defined, in part, through the demands of the work site.

✓ Structured linkage between the secondary and post secondary levels, including collegiate level work, that begins in the 11th grade and continues through the award of a post secondary credential.

✓ Integration of classroom instruction and workplace learning, at both secondary and post secondary levels, designed to ensure that the two components mutually reinforce each other and are seen as part of a single learning process.

✓ Connecting activities and other special services designed to help students make a sound connection between the school world and the work world. Such activities start with good career information and guidance, help students select appropriate career choices, match with employers for learning purposes, and find appropriate post-graduation placements in further education or a job that has career potential.

A youth apprenticeship program is expected to have several specific outcomes. For the student, these include:

- graduation from high school;
- completion of a related post secondary credential (either a certificate or an associate's degree, or a clear statement of the necessary credits remaining to qualify for a credential);
- documentation of occupational or industry-specific competencies, as certified by employers and educational institutions;
- a skill certificate that is an industry-recognized credential that certifies that a student has mastered specific skills and that the certificate is transferable to other geographic regions.

Refer to Figure 2.1 for a matrix of key youth apprenticeship responsibilities.

	6th - 9th Grade	10th Grade	11th Grade	12th Grade	13th Grade	14th Grade
High Schools <i>Participate in multi sector local youth apprenticeship consortium</i>	- New approaches to career guidance—fully integrated into academic curriculum. - Students released for career exploration and job shadowing experiences.	- Competency determination (basic skill assessment) - Help student create career development or individual education plan. - Student selects career pathway - Sign multi year program agreement with all partners	- Recognize occupational skill standards as center of students' program. - Develop new curriculum focused on occupational skill standards, using project-based, team teaching and integrated, multi disciplinary academics - Career guidance system continually checks progress of student. - Competency based assessment of progress	- Recognize occupational skill standards as center of students' program. - Develop new curriculum focused on occupational skill standards, using project-based, team teaching and integrated, multi disciplinary academics - Career guidance system continually checks progress of student. - Competency based assessment of progress		
Employers <i>Participate in multi sector local youth apprenticeship consortium</i>	- Provide job shadowing and career exploration 'slots'. - Provide organized labor market information	- Provide job shadowing and career exploration 'slots'. - Provide organized labor market information. - Sign multi year program agreement with all partners	- Provide paid, part-time employment with structured work based learning - Recognize occupational skill standards. - Provide trained worksite mentors and instructors. - Conduct assessment of skill competencies. - Coordinate delivery with high school academic instructors - Provide organized labor market information.	- Provide paid, part-time employment with structured work based learning - Recognize occupational skill standards - Provide trained worksite mentors and instructors. - Conduct assessment of skill competencies. - Coordinate delivery with high school academic instructors - Provide organized labor market information.	- Provide paid, part-time employment with structured work based learning - Recognize occupational skill standards - Provide trained worksite mentors and instructors. - Conduct assessment of skill competencies. - Coordinate delivery with high school academic instructors - Provide organized labor market information	- Provide paid, part-time employment with structured work based learning - Recognize occupational skill standards - Provide trained worksite mentors and instructors. - Conduct assessment of skill competencies - Coordinate delivery with high school academic instructors - Provide organized labor market information
Post secondary <i>Participate in multi sector local youth apprenticeship consortium</i>		Sign multi year program agreement with all partners	- Pre admission for program entrants. - Award dual academic credit, where appropriate. - Provide technical instruction and/or laboratory space, as necessary	- Award dual academic credit, where appropriate. - Provide technical instruction and/or laboratory space, as necessary.	- Provide theoretical and technical instruction geared toward skill standards - Develop curriculum focused on occupational skill standards, using project-based, team teaching and integrated, multi disciplinary academics	- Provide theoretical and technical instruction geared toward skill standards - Develop curriculum focused on occupational skill standards, using project-based, team teaching and integrated, multi disciplinary academics - Award associate's degree or credits

Figure 2.1. Matrix of Key Youth Apprenticeship Responsibilities

COMMON SYSTEM DESIGN PRINCIPLES FOR A YOUTH APPRENTICESHIP PROGRAM

In order to define the scope and priorities of a youth apprenticeship program, and to provide criteria for weighing different program designs, program planners must identify and articulate program goals. Some suggested goals for a youth apprenticeship program include:

- Creation of a strong infrastructure that represents local employers, organized labor (where appropriate), trade associations, secondary schools and technical institutes.
- A system that is industry driven--where employers and their representatives help set occupational skills standards, collaborate on curriculum, provide paid work experience and workplace instructors (mentors) for youth apprentices, and certify mastery of skills leading to the award of a portable credential.
- Articulation of program between high schools and post secondary technical institute which is credit granting.
- Focus on learning about "all aspects" of a broad industry cluster rather than mastering a narrow set of occupational skills.
- Program length must be a *minimum* of two years, at least one high school year and one post secondary year, and the program must constitute the core of the student's education in those years.

- Structured integration between the workplace and the classroom and between academic learning and vocational/technical training.
- Priority on the provision of and training for high quality jobs of employers committed to the concept of "high performance work organizations."
- Adequate, effective support system for participants.
- A model that is replicable, can reach significant scale, and is central to education reform strategies.

Jobs for the Future (a national non-profit organization in the development of youth apprenticeships in the U.S.) explains that a youth apprenticeship program is a comprehensive approach to learning that includes all of the following essential elements:

1. Integration of school-based learning with work-site learning.

2. Continuous academic instruction to attain proficiency in at least the core subjects of English, mathematics and science, consistent with state education standards and any voluntary national standards that include the competencies and credit needed to permit students to pursue the full range of post secondary education options.

3. Occupational and technical instruction to attain:

▲ Broad vocational experience, inducing experience in and understanding of all aspects of the industry--i.e.,

planning, management, finance, principles of technology, community issues, labor issues, health, safety and environment, as well as technical and production skills;

▲ Occupation-specific knowledge, skills, and abilities as specified in broadly accepted (national where available) industry standards;

▲ General workplace competencies, including the ability to manage resources, work productively with others, acquire and use information, understand and master systems, and work with technologies.

4. Established standards of academic competency and assessments which appropriately measure interest and aptitudes necessary for success in specific careers.

5. A work-based learning component that includes:

▲ A formal training agreement between the school, the student, the employer, labor representatives, and, if applicable, parents, outlining respective roles and responsibilities;

▲ A formal work site training plan;

▲ Mentoring by employees, and;

▲ Paid work at progressively higher wage scales.

6. Formal connections to:

▲ Career guidance, exploration and counseling beginning no later than the

7th grade to support and inform student choice; and

▲ Remediation to assist students to achieve the educational standards required for entry into youth apprenticeships.

7. A range of support services students need for successful participation that include:

▲ Additional career guidance and counseling to help youth apprentices prepare and plan for their future employment and education;

▲ Remediation to help youth apprentices meet the educational, occupational, and work-based demands of participation in youth apprenticeship.

8. Established outcomes that include:

▲ Award of a broadly-recognized certificate of occupational skills based on national occupational skill standards where available. This certification is in addition to academic qualifications earned which at a minimum include a high school diploma.

▲ Skill development that enables continuation of learning beyond the 12th grade through structured articulation agreements with post secondary education programs, registered apprenticeship programs, or other structured employer-sponsored training programs.

9. Active involvement of employers, school, students, parents, labor and community-based organizations, where

appropriate, in program design and implementation.

10. Assurance that state and federal laws relating to safety, health and well-being of workers apply to youth apprenticeship and that youth apprentices do not displace current workers.

11. Criteria for entry that are consistent with federal civil rights laws governing federally-funded education programs and employers, and that are validated as essential for successful performance of the required work. (Perkins Act provisions governing access and non-discrimination for special populations in the full range of employment-related programs would also apply).

12. Systematic efforts to place graduates in permanent, full-time employment in the field for which they have been certified, or to assist them in pursuing future schooling or work preparation. (Jobs for the Future, Conference Briefing Book, 1993)

Figure 2.2 sequences a design checklist for program planners in defining the scope of a youth apprenticeship program that is detailed in Section 3.

CHECKLIST FOR DESIGNING A YOUTH APPRENTICESHIP PROGRAM

- ✓ Appraise local conditions for a youth apprenticeship program.
- ✓ Determine beginning program parameters.
- ✓ Establish an initial youth apprenticeship design consortium
- ✓ Define basics for program administration and finance
- ✓ Institute program structure and plan the learning delivery strategy
- ✓ Plan program composition
- ✓ Establish rights and responsibilities of participants
- ✓ Design orientation and training components
- ✓ Design recruitment and marketing strategies

Figure 2.2. Design Checklist

Section 3

A STEP BY STEP APPROACH TO DESIGNING A YOUTH APPRENTICESHIP PROGRAM

Suggested steps for successfully defining, designing, implementing, and marketing a youth apprenticeship program follow.

STEP 1: APPRAISE LOCAL CONDITIONS FOR A YOUTH APPRENTICESHIP PROGRAM

The development of a youth apprenticeship program must be preceded by an "external scanning" of the environment which will influence the program. The community in which the program will be established has a major influence on the type of youth apprenticeship program started, since local labor supply and demand, program resources, and existing educational programs in secondary and post secondary institutions are all essential to the program's success.

Survey business and industry to determine appropriate occupational cluster

A careful analysis of the occupational needs and trends within a community must be made well before a youth apprenticeship program is started. There should be enough positions with potential career development for students and a sufficient number of qualified businesses within a targeted industry to warrant the implementation of the program.

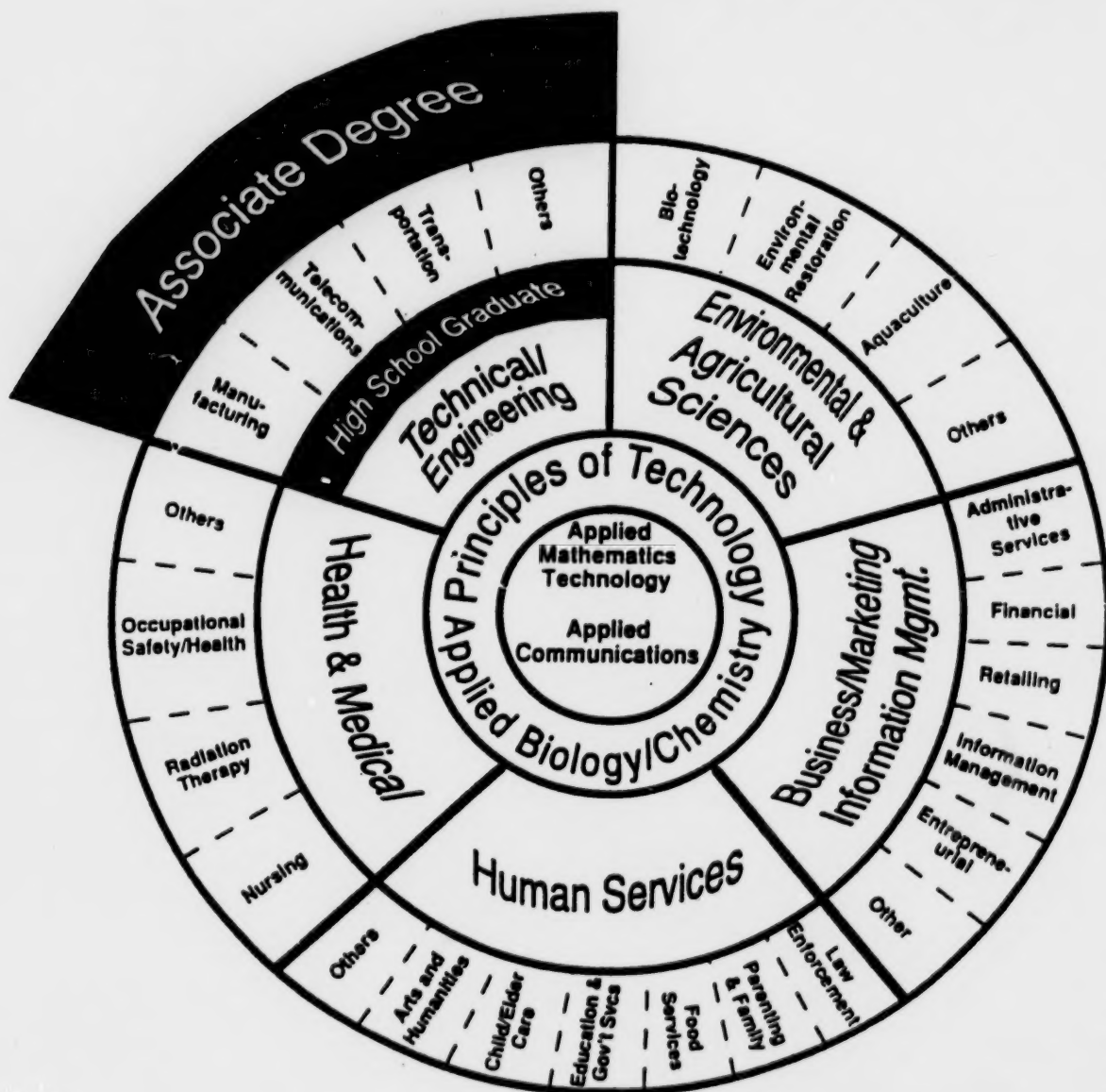
Youth apprentices should not be trained in one specific job; instead, youth

apprentices should receive training and instruction in an occupational cluster that includes a broad array of occupations within an industry. Training will be provided through technical instruction at the secondary school and/or post secondary institution and work-based learning at a single company or several different companies in the community.

The occupational clusters designed for programs of study in Georgia (see Figure 3.1) include:

- Business, Marketing and Information Management -- major areas of emphasis are: administrative services, finance, retailing, information management, and entrepreneurial ventures.
- Environmental and Agricultural Sciences -- major areas of emphasis are: biotechnology, environmental restoration, and aquacultural.
- Health and Medical -- major areas of emphasis are: nursing, radiation therapy, and occupational safety/health.
- Human Services -- major areas of emphasis are: arts and humanities, child/elder care, education and government services, food services, parenting, and family and law enforcement.

Figure 3.1. Georgia Career Clusters.



- Technical and Engineering -- major areas of emphasis are: manufacturing, telecommunications, and transportation.

Note: Other groupings of occupational clusters are possible and may be preferable, depending on the needs of the community.

In determining the appropriate occupational cluster(s) in which to develop a youth apprenticeship program both secondary and primary sources of data should be used. Although employment data are available through the Census of Business, the State Employment Services, and frequently the local Chamber of Commerce, an occupational survey of local industries conducted by program planners will provide the necessary data for sound program planning.

Upon completion and analysis of the survey(s) the program planners will possess a relatively accurate knowledge of the number of positions that could be accommodated and the types of positions within an occupational cluster for which a youth apprenticeship program could be developed.

Assess the current status of vocational education programs

Before making decisions on the development of a youth apprenticeship program within a specific occupational area, consideration should be given to assessing current vocational education programs and related courses offered at both the secondary school(s) and the post secondary institution(s). Program planners may need to make decisions

regarding the enhancement, redirection, and/or expansion of on-going programs to support the youth apprenticeship program. This may be especially important to the post secondary institution in developing course offerings, new learning approaches and flexibility in scheduling to accommodate youth apprentices within an occupational cluster.

Determine student interest in a youth apprenticeship program

Are there students who are likely to be interested in a youth apprenticeship program within a specific occupational area? Program planners may utilize surveys of current students and follow-up studies from past graduates on which to base decisions concerning possible enrollment trends in a youth apprenticeship program. Obtaining input from students can provide valuable information and promote acceptance of the youth apprenticeship program.

STEP 2: DETERMINE BEGINNING PROGRAM PARAMETERS

After accessing the local conditions, program planners will need to determine the degree of support that the youth apprenticeship program will receive from local business.

Target and approach key employers

The occupational survey should provide a list of potential employers within the targeted occupational cluster. Employers must be full partners in the organization and operation of a youth apprenticeship program. Businesses hiring youth apprentices will be

responsible for providing the work based learning component of the program.

The specific requirements for businesses participating in a youth apprenticeship program are:

- The employer must be able to train youth apprentices in the targeted occupational cluster and not for a specific job.
- The employer must be willing to train youth apprentices to the skills standards of the occupational cluster.
- The employer must agree to select eligible youth apprentices and not discriminate on the basis of race, color, religion, sex, national origin, handicap, political affiliation, or sexual orientation.
- The employer must agree to contract and train the youth apprentices for a minimum length of time (depending upon the model designed by program planners) and employers should be encouraged to hire the youth apprentice after completion of the apprenticeship.
- The employer must agree to provide a mentor(s) for the youth apprentice(s). Mentors must be skilled, experienced workers who can teach youth apprentices about the industry and the world of work. Mentors will be required to attend training on working with adolescents and meet regularly with school personnel and parents/guardians.
- The employer must agree to remunerate youth apprentices the

state minimum wage or a higher wage agreed upon by the local program planners. The employer must provide worker's compensation coverage for apprentices while they are at the work place. Other benefits may be provided at the employer's discretion.

- The employer will be required to sign an "Education/Training Agreement" with the school, the parents/guardian of the student, and the youth apprentice which outlines the training to be provided and conditions and requirements of the program. (Refer to Appendix C for an example agreement)
- The youth apprentice's mentor will be required to meet with the student's parents or guardian and the youth apprenticeship coordinator on a regular basis to review the progress of the youth apprentice in the program.
- The employer must agree to rotate the youth apprentice through the major occupational areas of the industry within their firm or other firms so the youth apprentice gains a full exposure to as many aspects of the industry as possible.
- The employer must work with the youth apprenticeship coordinator and the local education agencies (secondary and post secondary) to integrate the work based learning with the academic and technical courses taught in the school based component of the program and to ensure students meet high school graduation requirements.

- The employer must provide access to the workplace to school-based personnel to allow for the development of learning experiences for the integration of school- and work-based learning.

STEP 3: ESTABLISH AN INITIAL YOUTH APPRENTICESHIP DESIGN CONSORTIUM

The youth apprenticeship program is a partnership between employers, employees, schools, students and parents. In order for the program to be implemented, representatives from key groups should be included in the design of the program.

Key institutions and individuals in a youth apprenticeship program

Youth apprenticeships require unique partnerships and the development of a collaborative team for program planning and implementation. A youth apprenticeship consortium is composed of business and industry representatives, secondary school personnel, post secondary school (technical institute, community college, or four-year institution) personnel, labor and business associations representatives, students, and parents. Key local entities and their role in a youth apprenticeship program are:

Business, Industry and Labor

- Participate in all phases beginning with initial planning
- Work in partnership with schools
- Provide training sites
- Provide remuneration
- Identify and assist in training mentors

- Select students
- Train students to occupational skill standards
- Participate in student evaluation
- Provide feedback to students, parents and schools
- Establish certification procedures for youth apprentices
- Monitor and evaluate program for purposes of improvement

Post Secondary Institutions

- Participate in developing agreements for advanced standing/dual credit arrangements to facilitate transition to post secondary education
- Link structure of youth apprenticeship to post secondary training
- Assist in curriculum development
- Provide instruction for youth apprentices as required
- Orient personnel to the program
- Monitor and evaluate program for purposes of improvement

Secondary School

- Support program with resources of time, staff development
- Facilitate necessary scheduling changes, logistical accommodations
- Participate in all phases of planning
- Monitor and evaluate program for purposes of improvement
- Identify participating instructors

Counselors and School Personnel

- Development of career guidance for all students
- Provide career counseling and support program for students

- Provide labor market information to parents and students
- Conduct student assessments (prior to program entry)
- Develop individual career major plans with students
- Recruit and promote program to students
- Evaluate applicants for program using preset criteria
- Monitor academic progress of students in program to assure attainment of high school diploma
- Assist students in attaining credentials for participation in post secondary options

Teachers

- Participate in all phases beginning with initial planning
- Teach supporting academic and vocational courses in an applied, sequential and integrated manner so in-school courses relate to work-site training
- Develop learning applications that reinforce academic skills in the workplace

Employees who will serve as workplace mentors

- Assist in development of student training plan
- Demonstrate work tasks, skills and methods to students consistent with industry skill standards
- Provide consultation to students on all aspects of the work site experience
- Participate in mentor orientation
- Participate in mentor training

- Monitor student performance and progress
- Communicate with employer, youth apprenticeship coordinator, teachers, and parents or guardian

Parent/Guardian

- Participate in discussions and decision making process for program participation
- Meet with youth apprenticeship coordinator and work site mentor to remain aware of student's progress and provide feedback
- Provide transportation for students as needed

Students

- Attend in-school classes and required related training courses regularly
- Be at work site, as scheduled, except for illness or emergency
- Complete high school requirements
- Participate in regular feedback sessions with employer, youth apprenticeship coordinator and parents/guardian
- Participate in post secondary training and requirements of the program upon graduation from high school

Establish a youth apprenticeship design team

A local youth apprenticeship design team should oversee development, design, implementation, and administration of the program. The local youth apprenticeship design team should sub-divide into smaller working groups which might be organized around the following areas:

- Program structure and delivery system (secondary and post secondary institutions, employers and connecting activities)
- Program content/design (desired skills and standards, evaluation and testing, curriculum development and coordination, and support systems)
- Orientation and training (teachers, counselors, mentors, and others)
- Recruitment and marketing (industry, students, teachers, and mentors)

STEP 4: DEFINE BASICS FOR PROGRAM ADMINISTRATION AND FINANCE

Program administration

Because of the need for continuous planning, scheduling, monitoring, evaluating, and reporting for the youth apprenticeship program, a determination should be made if the program requires a separate full or part-time administrator. The assigned administrator should oversee resources and work with the local school system and technical institute to assign personnel, monitor progress and evaluate the project's accomplishments. Also, this individual should be the primary conduit to the Vocational and Applied Technology Instruction Division of the Georgia Department of Education regarding administrative concerns such as budgets, control of expenditures, allocation of personnel, required reports, and project evaluation, as well as quality control.

Select and employ a youth apprenticeship coordinator

A youth apprenticeship coordinator should be selected and employed soon after the decision to establish a youth apprenticeship program is made. The individual selected will carry out the procedures for implementing the program. The youth apprenticeship coordinator could be employed from either the secondary school(s) or the technical institute involved with the youth apprenticeship program or an individual may be selected from business and industry.

Sources for locating qualified individuals for the position of youth apprenticeship coordinator are: teachers that are graduates of teacher education institutions who have prepared themselves during their undergraduate programs as work-based teacher-coordinators; experienced teachers at either the secondary or post secondary level with employment experience in business and industry which supports the occupational cluster in which the youth apprenticeship program is to be established and who have prepared for coordinating the program through professional and technical courses; and individuals from business or industry who would agree to undertake additional professional and technical training for the position.

Specific responsibilities of the youth apprenticeship coordinator include:

- Coordinate activities of the employer, secondary school, post secondary institution and program planners

- Coordinate efforts of academic and technical instructors for the youth apprenticeship program and help coordinate their efforts at all levels
- Access and recommend students for employer interview (in cooperation with counselor and vocational instructors if appropriate)
- Monitor and evaluate the program for improvement
- Act as liaison to state agencies (education and labor)
- Develop linkages to other programs in community where appropriate
- Keep program records system
- Confirm job slots and rotations
- Maintain program insurance, liability, and industry regulations and standards
- Ensure completion of signed agreements between all parties
- Ensure that youth apprenticeship related instruction meets requirements for high school graduation
- Participate in matching apprentices with work-based mentors
- Provide orientation and training for all program partners

Determine costs associated with program

The costs of resources needed for the youth apprenticeship program will need to be taken into consideration by the design consortium. Items such as instructional and support staff, instructional materials and supplies, equipment, facilities or space, travel, counseling services, curriculum development, release time, marketing costs, and staff development will need to be reviewed. A quality youth apprenticeship program will not be achieved unless adequate resources can be identified and committed to the program.

STEP 5: INSTITUTE PROGRAM STRUCTURE AND PLAN THE LEARNING DELIVERY STRATEGY

The youth apprenticeship program is characterized by complementary learning experiences in the high school, in the post secondary institution, and in the local business. The success of the learning experiences rests with the structure of the program at each of these individual sites, as well as the linkages between them.

Structure the high school segment of the program

Program planners will need to determine the number of schools within a school district that will offer the youth apprenticeship program or that will refer students to the program. Other criteria that will need to be considered in the structuring the secondary school segment are:

Criteria for selecting students

After employers have been selected, program planners must identify potential youth apprentices for the targeted occupational cluster. Any 11th or 12th grade student or student aged 16 or over in any public school in Georgia may enroll in a Youth Apprenticeship Program which is offered at that public school and which is approved for secondary credit by the Department of Education. Students who are interested in participating in the youth apprenticeship program should meet certain eligibility requirements. Local program planners are encouraged to develop specific criteria based on input from local businesses and program partners, but the following should be considered as a minimum:

1. Junior standing as determined by the local school district;
2. Satisfactory performance on basic skill requirements of the local district and able to demonstrate the ability to master the skills of the youth apprenticeship curriculum; and
3. Have participated in career exploration, planning and guidance activities in the previous two years which allow them to make an informed choice about their chosen career area.

Organization of delivery of academic and vocational components

Prior to program entry, students would complete all of their regular 9th and 10th grade academic subjects--English, math, social studies and science.

Upon entry into the youth apprenticeship program, student would participate in the tech-prep curriculum and take applied academic courses to assure completion of high school graduation requirements. During the junior year, related courses could be technical courses in math, science and communications arts.

As a prerequisite to formally entering a youth apprenticeship program, students should have completed an approved industry-specific survey course (at either the work site and/or in a school setting) which includes an overview of the technology requirements, occupational options, wages, and employment expectations of the occupational cluster. This course should be developed cooperatively with business, local schools, technical institutes, and where appropriate labor. This course and/or its equivalent could be taken as part of the regular academic year during 10th grade or as a summer program immediately preceding fall enrollment in the youth apprenticeship program.

Once youth apprentices enroll as juniors, their time should be appropriately divided between school and work based learning as specified by the curriculum that meets industry standards for the youth apprenticeship program. Students would take appropriate tech-prep courses and industry-specific courses developed by the local school district, employers, and technical institute. Students would also schedule any other academic instruction to assure high school graduation.

Determination of location of instruction

The curricula may be delivered at the secondary school, the post secondary institution, the business site, or any combination that assures satisfaction of high school graduation requirements, competencies required to meet industry skill standards, and terms of articulation agreements for formal advanced standing or transcripted credit for post secondary education.

Designation of responsibility for interfacing work and school

The youth apprenticeship program is characterized by complementary learning experiences in the secondary institution, post secondary institution, and on-the-job. The success of the learning experience rests with the structure of the program at each of these individual sites, as well as the linkage between them.

Structure the post secondary (technical institute, community college or four-year institution) segment of the program

The youth apprenticeship program seeks to increase students' opportunities to pursue post secondary education. Program planners must work with local post secondary institutions to insure that courses and work based learning experiences will apply to the admission criteria and transfer of credit to the local post secondary institution.

To achieve the activities of the youth apprenticeship program, post secondary institutions will need to commit to the following:

- significant curriculum reform, changing the present curriculum to allow for advanced skill development;
- redesigning required academic courses into an integrated and applied format
- effective, equal partnerships with secondary schools and businesses;
- effective, equal partnerships with academic and technical faculty; and
- meaningful outreach to high schools and career- guidance support.

The secondary school and the post secondary institution must coordinate their curricula together, including work based learning competencies. Additionally, the post secondary institution may need to develop advanced technology curricula and certificates to meet the impetus of the youth apprenticeship program.

Other considerations that must be planned for include the monitoring, coordinating and co-evaluation of the learning experiences of apprentices when they progress to the post secondary level as well as the development of mechanisms enabling flexible course scheduling for the youth apprentices when they reach post secondary level.

Structure the employee segment of the program

Businesses must be full partners with educational institutions in the organization and operation of youth apprenticeship programs. Businesses

hiring youth apprentices will be responsible for providing the work based learning component of the program.

Determine rotations in each youth apprenticeship slot

The business should be able to provide a wide variety of direct experiences associated with the industry for the apprentice. The training should not merely be routine work experience of a repetitive nature.

Determine if rotations to more than one firm are necessary

It may be necessary to have the apprentice rotate between more than one business in the community to develop full learning opportunities within the occupational cluster.

Determine relationship to existing apprenticeship programs if necessary

In some industries, registered apprenticeship programs may already exist. These training programs usually serve students who have completed their full-time schooling. Apprentices are under contract with employers, unions, and the local joint apprenticeship training committees. Apprentices function as full-time workers with normal working conditions, for a specified period of time, under the supervision of skilled workers (journey workers). They receive part-time related instruction in school for a few hours per week.

Youth apprenticeship programs provide an excellent opportunity for working closely with the Bureau of Apprenticeship and Training (U.S.

Department of Labor). Although it is not necessary to register students who are participating in a youth apprenticeship program with BAT, registration can provide students the opportunity to eventually receive a secondary credential.

This can be accomplished by counting the student's related instructional time during the youth apprenticeship program, and working to provide the required amount of work experience. In addition to the credential provided as a result of completing the youth apprenticeship program, the student may eventually receive a journey worker's license after completing the additional work hours.

Structure of mentoring program in industry

Industry mentors who will instruct youth apprentices in the work based learning component, should have a minimum of five years experience in the specific occupational area and evidence of continuing education in the field or exceed the skill standards of the industry. Mentors should be required to attend an orientation and training course which provides orientation and information about working with high school age students in the workplace. Additional follow-up sessions should also be considered as part of the training of mentors.

The role of the mentor is to:

1. Plan the sequence of work skills to be learned by the student, in cooperation with the youth apprenticeship coordinator and

instructors at the high school and post secondary institution.

2. Regularly evaluate the progress of learning at the workplace.
3. Show the student how work tasks are done and explain why they are important.
4. Help the student avoid problems and errors on work assignments.
5. Provide support, encouragement, direction.
6. Help build the self-confidence and self-esteem of the student.
7. Be alert to personal problems which may interfere with schooling or work and seek help from appropriate sources for the student.
8. Meet with the student's parents or guardians and the youth apprenticeship coordinator at least once every three to four weeks to report on the student's progress.
9. Communicate regularly with the youth apprenticeship coordinator and workplace mentor to discuss any problems and to ensure that work based learning experiences and classroom instruction are integrated.

Establish links between institutions

The local school district should work with the post secondary institution in their area to determine the requirements for formal advanced placement or transcribed credit for technical competencies which meet both

high school graduation and post secondary institution course competency requirements in the youth apprentice's occupational area.

Formal advanced standing or transcribed credit should be granted whenever possible to all youth apprentices who complete competency and course requirements during the program. Local schools and post secondary institutions will need to sign articulation agreements which outline the requirements and the type of credit to be granted to students.

The curriculum should be aligned both vertically and horizontally. In aligning the curriculum vertically, planners should determine the appropriate sequence of courses over secondary and post secondary years. There should be a decrease in the redundancy of course work wherever possible and the design should provide for progressive challenges for abstract thinking, social and work skills and technical literacy. Advanced placement credit at the post secondary institution should be provided for students who complete technical courses at the high school.

The horizontal curriculum alignment requires that the ideal range of courses to be taken each year be developed and that integrated courses are provided that are relevant and connected to students' work experience. Horizontal curriculum alignment is usually developed around a common theme of integrated course work provided by both academic and occupational teachers.

STEP 6: PLAN PROGRAM COMPOSITION

The content of the youth apprenticeship program should be designed to ensure that academic and workplace learning are effectively integrated; program completers receive a widely recognized credentials of both academic and occupational skill mastery; employers provide paid work site experience and structured learning; and secondary and post secondary schooling are articulated.

Identify competencies and set outcome standards

Program planners should determine if relevant standards already exist, either through an existing curriculum or recognized industry standards. Through a formalized process, skills required for the youth apprenticeship program should be identified. Taken into consideration in this process should be new technologies and new forms of work organization that are expected to affect the skills required of the youth apprentices. Planners should determine the expected breadth of skill attainment in the first year of the program and degree of specialization in successive years of the program. This process should be coordinated with the curriculum development process.

Students must be awarded credit toward high school graduation for both the academic and work based learning components of the youth apprenticeship program. The local school district will determine how much credit will be awarded for the technical instruction and applied academic course work, and the

work based learning component of the program.

Develop curriculum

The development of the curriculum for the specified youth apprenticeship program should focus on the occupational cluster. When developing the curriculum, the program planners and business and industry representatives should discuss those skills, attitudes, and aptitudes that are necessary for successful employment in the occupational cluster and not just a single skill job within the cluster. Broad competency areas for which training can be provided by the business should be identified together with the tentative schedule for the completion of related study. The specific rotation of tasks that the apprentice will perform during the apprenticeship should be identified, and the analysis of those tasks together with a plan for mastering them becomes the responsibility of the apprentice under the direction of the mentor with assistance from the youth apprenticeship coordinator. In-school instruction that needs to be provided to master the tasks should be identified.

In order to prepare a systematic curriculum for the training of the apprentice, it is necessary to take the following steps: (a) identify the job tasks to be performed by the apprentice; (b) specify major learning outcomes based on the competencies required to perform the tasks; (c) design learning experiences both for in-school instruction and on-the-job instruction to develop these competencies; (d) specify those learning experiences to be obtained on the job and those which are job-related and are to be

accomplished out of school; and (e) design a plan for evaluation of the apprentice's progress and achievement.

Curricula for the identified occupational cluster needs to be organized in a scope and sequence which can be delivered in an integrated classroom and work based setting to assure that the youth apprentice will meet required high school graduation requirements, entrance into a post secondary institution, and industry skill standards. The local secondary school(s), post secondary institution, and businesses within the occupational cluster should determine the most effective method of delivering the curricula in the local youth apprenticeship program.

Develop assessment system

Assessment of student learning is a critical component of work based education. To credit student achievement at the workplace, schools and employers must be able to measure and record progress toward relevant academic and performance goals. All students should be formally evaluated every grading period for academic performance and work based performance in the program. All partners are responsible for ensuring that formal evaluation and/or appropriate grading take place in the program with the goals that students will receive a high school diploma and successful mastery of industry skill standards.

The student's overall evaluation must include an assessment of academic performance, an assessment of progress in attaining competencies identified in the

youth apprenticeship curriculum, and an assessment of attendance, behavior and attitude at school and on the work site. A variety of assessment mechanisms, such as portfolios, exhibitions, and written exams that will tests students' mastery at different stages of the program should be utilized.

The most common method to assess student learning at the workplace is regular, written evaluation of student performance by the work site mentor. Written evaluation of performance and in-depth review conferences between the student, the mentor, and the Youth Apprenticeship Coordinator should reflect upon student accomplishments as well as areas for improvement. These conferences give meaning to such abstract but critical competencies as communication or team work skills.

As one element of a comprehensive assessment system, testing is a tool for evaluating work place skills and knowledge. Many occupations require candidates to pass a national exam to gain licensure or certification.

Ascertain certification procedures and exit points

Program planners should determine the credential a student will receive at different stages of the youth apprenticeship program (e.g., high school diploma; associate's degree; certificate of skill mastery; journey worker's certificate). Clear and defined exit points and the credentials that will accompany successful exit should be established.

Termination procedures for students who involuntarily (poor attendance or

performance) or voluntarily (move away from district, transfer to another program) should be established. Secondary school credit should still be granted for courses and work which was successfully completed and which met the terms of the agreement. However, the student may be required to take additional courses to meet traditional graduation requirements which could delay graduation.

Establish hours and pay structure for program

The local educational institutions and employers should determine the appropriate number of hours of work based learning based on the requirements of the occupational cluster. At a minimum, school districts should schedule at least three school semesters of work based learning at the employer's site in conjunction with the classroom instruction (the program length will be determined by the requirements of the industry).

Students may be scheduled to attend school for a portion of each day and work for the remainder of the day or may be scheduled for full days in school and full days at the work site. Students may attend either the technical institute or their high school for their academic instruction.

The employer must agree to remunerate youth apprentices the state minimum wage or a higher wage agreed upon by the local program planners. A progressive wage scale should be established by program planners with employers. The employer should provide worker's compensation coverage for

apprentices while they are at the work place. Other benefits may be provided at the employer's discretion.

Design support system and leadership opportunities for students

Program planners will need to design appropriate school-based support systems (e.g., career guidance, casework, special workshops, extra-curricula activities) as well as work-based support systems (e.g., mentoring, career counseling, industry-wide activities for youth apprentices) in order to assist in the development of the total student. Additionally, leadership and social opportunities for students to develop personally as well as occupationally should be included in the program design.

STEP 7: ESTABLISH RIGHTS AND RESPONSIBILITIES OF PARTICIPANTS

Students should have realistic expectations of the work place and the training they will receive, but in turn commitments are required of the student (e.g., tenure in program, absenteeism). Program planners will need to develop and communicate a grievance or complaint process for students (e.g., for use if a student is dissatisfied with the training or supervision they are receiving; if they feel harassed on the job) and employers (e.g., for use if an employer is dissatisfied with the participation of the student). The student, parent, school representative, and work place representative should sign a youth apprenticeship agreement stipulating rights and responsibilities of each party.

(See Appendix D for a fact sheet regarding legal liabilities)

STEP 8: DESIGN ORIENTATION AND TRAINING COMPONENTS

The youth apprenticeship program is designed to help students make the transition from school to the world of work. The purpose of the program is to prepare young people for careers in a specific occupational cluster; thus students, parents, employers, mentors, and teachers should understand the purpose and know something about the occupations and career opportunities associated with that cluster.

Informing students

The program must be presented to students as preparation for an occupational cluster and the career opportunities within the cluster. Students may be reached through printed materials which describe the occupational cluster to be learned as well as the learning and educational advantages of the youth apprenticeship program.

Informing parents

Program planners must gain parent support for the youth apprenticeship program. The program requires that parents give their consent before a student's application can be accepted therefore parents will need information about the program. Activities should be undertaken that will gain this endorsement from parents.

Parents need to be informed about the goals and objectives of the youth apprenticeship program. Program

planners and the youth apprenticeship coordinator should communicate with parents through letters and mailed brochures and through presentations at meetings attended by parents.

Informing employers

Program planners must develop in employers an understanding of the goals and purposes of the youth apprenticeship program. Employers and those individuals who will serve as mentors to the youth apprentices play an important role in the development and operation of a youth apprenticeship program, particularly in developing students' experiences in the work place.

This can be accomplished by conducting activities such as presentations by program planners at meetings attended by employers, through printed materials, and during personal calls in which employer participation is solicited. It is very important that the employer understand their important role in the youth apprenticeship program.

Informing school personnel

The administration, guidance counselors and teachers must be informed about the goal and purposes of the youth apprenticeship program because the success of the program depends upon their assistance. Teachers and guidance counselors play key roles in developing and implementing a youth apprenticeship program.

Teams of school personnel should be formed to integrate the curricula of courses from both academic and vocational offerings for the program.

Teachers will take the lead in curriculum development and guidance counselors are responsible for informing students about the benefits of the program as well as identifying students who could profit from the youth apprenticeship program.

STEP 9: DESIGN RECRUITMENT AND MARKETING STRATEGY

Program planners will need to develop a coordinated and sustained recruitment and marketing strategy for the youth apprenticeship program. A youth apprenticeship program's recruitment and marketing message should emphasize the benefits of the program, not the features.

The development of informational materials (e.g., brochures, newsletters, career fairs, videos, television commercials, etc.) designed for each specific group (students, parents, teachers, employers) involved with the program should be considered. The key to gaining each group's support is to ensure that each is aware of the program; perceives the program accurately; and believes that the program is of value.

Personal contact with all audiences (students, parents, business persons) by teachers and guidance personnel involved with the program are of high value in the marketing of the program. Brochures and other printed materials, as well as videotapes, may be useful supplements to personal contacts.

Section 4

CAREER DEVELOPMENT COMPONENT

A major component in a successful youth apprenticeship program, as well as a school-to-work transition system, is a career development program. The School-to-Work Opportunities Act of 1994 emphasizes the importance of career awareness and career exploration at an early stage and an initial selection of a career major by at least the beginning of the 11th grade.

This increased emphasis on work place skills will also demand improved guidance and career counseling for students. Support services will be needed to help students learn who they are, decide what role they want to play in adult life, and equip them with the resources to fulfill that role.

CAREER DEVELOPMENT

Career development is the broader process by which a student develops and refines self and career identity, explores career options and makes decisions. Career development links education and work. It helps students acquire skills and information that will assist them in making decisions about their future. It is a process that should be incorporated in elementary, middle and high schools.

Career development is a lifelong process and should begin at as early an age as possible and continue through the lifetime of an individual. Effective career development involves a comprehensive, systematic, sequential approach. It must address three broad competency areas: self-knowledge and self-awareness,

educational and occupational exploration and career planning and decision-making. Career development is usually delivered in phases.

Career Awareness Phase

Career awareness activities should be provided during the elementary years. Activities at this level assist students in developing and acquiring an awareness of self, identification with workers, respect for people and the work they do, and the concept of work as a valued institution. The notion is not to choose an occupation or career, but to become aware of the type of work that various people are doing.

Career Orientation Phase

Career orientation is usually provided during the intermediate years. Through participation in career orientation opportunities, students are assisted in developing and acquiring the knowledge in a wide variety of occupational fields.

Career Exploration Phase

During the first two years of high school the emphasis is on exploration of career possibilities. Opportunities to observe and learn about a variety of occupations and work sites can be provided through field trips, class visitations by workers, job shadowing, and related instruction, such as classroom simulations and projects related to specific jobs. Formulation of

tentative career goals should also be developed.

Career Preparation Phase

Once a decision has been made concerning a potential career path, career preparation should begin which includes developing occupational skills, apply academic theory in real-work situations, and mastering the basics of the work place. Career guidance services accompany the specific skills training. These services should include information on career ladder opportunities and post secondary education options.

Career Specialization Phase

Students entering into post secondary education begin concentration within an occupational cluster. Emphasis during this phase should focus on life-long learning and the need for continual upgrading of skills and the value of training for shifting work place conditions. The rapidly changing high-skills environment of the future will require individuals who are also active learners.

PERSONNEL INVOLVED IN CAREER DEVELOPMENT

The demands of the school and business environments are quite different. Many teachers and counselors have not been employed in a non-school environment, and are unfamiliar with workplace demands. But the classroom of the future will require a close linkage between academic and work place learning. The future will also call for increased counseling and guidance

services from both counselors and classroom teachers.

A career development program is a cooperative effort. Within the formal educational setting, three distinct types of personnel are essential in a comprehensive career development program.

Classroom Teachers

The classroom teacher is generally regarded as a key person in an effective career development program. Both academic and vocational teachers should emphasize the career implications of their subject matter and be willing and able to discuss career decisions with students. The classroom teacher probably serves as the primary counselor for most students. Classroom teachers should be encouraged to enter into a counseling-like relationship with students.

Guidance Counselors

Guidance counselors should assist students with career assessment and career planning as well as developing a plan of study which outlines the academic and vocational courses to be taken in a coherent sequence during the high school experience. Counselors must fully understand the content of the applied courses, vocational courses and the focus of the youth apprenticeship program and the course requirements for a "career major."

Another responsibility of guidance counselors is to be up-to-date on trends in business and industry, including new and evolving occupations and current job placement opportunities. Counselors

must develop and constantly update programs and materials to orient students, parents and teachers to the changing nature of the work place and the increasing demands for post secondary education.

Administrators

The local school administrator must assist in the evolution of a career development program and in building active involvement of all personnel in the youth apprenticeship program. Essential in these activities is providing for staff development which may require a shift in class schedules, school rules, and curriculum priorities.

STAFF DEVELOPMENT

Quality youth apprenticeship programs, as well as the development of a school-to-work transition system, requires school personnel to make changes to help students. Training and staff development activities should be designed to help teachers and guidance counselors understand their role in linking school and work. These activities should be designed to help school personnel:

- ☞ become acquainted with the industries and occupations in which students will be participating as part of the youth apprenticeship program and the potential of these work sites as learning environments; and

- ☞ develop and implement curricula and applied learning activities for the school-based portion of the program.

Staff development for all school personnel is a vital component in the planning, implementation, maintenance, and expansion of a school to work transition system. Staff development will generally occur through a variety of activities. In designing the career development component, it is important to create an organized, step-by-step staff development strategy that includes proposed timelines for each activity.

Some suggested staff development activities include:

- ☐ summer internships and job-shadowing activities in business and industry where teachers and counselors can gain first-hand exposure to the occupational areas in which students will be engaged;

- ☐ specifically designed practical instructional workshops on linking school and work;

- ☐ regularly scheduled meetings and common planning periods or sessions where teachers (both academic and vocational) and guidance counselors can meet and work together.

ENHANCING CAREER AWARENESS

Schools must increase all students' awareness about the working world and their role in that world. Chew (1993) identified activities which school personnel could employ to enhance career awareness (See Figure 4.1)

Career Awareness Activities

- ☒ implement a developmental guidance model for Grades K-12;
- ☒ provide all students with interest and aptitude assessments;
- ☒ provide school-wide activities that promote the awareness of career opportunities;
- ☒ provide student with information about community or technical colleges;
- ☒ give special attention to females, minorities, and student with special needs, and provide them with knowledge of opportunities;
- ☒ provide students with access to materials and resources that explain the career options;
- ☒ help students develop a portfolio that summarizes their education and experiential credentials; and
- ☒ utilize career planners.

Figure 4.1. Activities to Enhance Career Awareness

Section 5

DESIGNING THE YOUTH APPRENTICESHIP CURRICULUM

The curriculum for the youth apprenticeship program must be industry driven. The learning experiences of a youth apprenticeship program begin with a business and industry team within the selected occupational cluster developing a list of skills (tasks) to be performed and competencies to be attained by the students. The success of the youth apprenticeship program will be determined by the work-based learning experiences, school-based learning experiences, and by the student's willingness to take responsibility for their learning.

The curriculum design for the youth apprenticeship program must meet the following criteria:

★ *Work-based learning provides organized learning opportunities.* Work place learning should be of high quality formulated through training agreements, workplace training plans, and mentoring by business personnel that instructs in employability and technical skills.

★ *Academic and vocational learning at school are integrated.* Classroom instruction focuses on cognitive as well as occupational skill development. The integration of academic and vocational learning is accomplished through team teaching, project-based instruction, and other instructional strategies.

★ *School- and work-based learning are coordinated and integrated.* Classroom instruction and work place experiences are coordinated so that the

instructional program at one site reinforces the other.

★ *Curriculum is articulated between the secondary school and post secondary institution.* The curriculum usually begins in the eleventh or twelfth grade and continues into post secondary learning, with credits and certificates that are transferable.

★ *Program completers receive credentials of both academic and occupational skill mastery.* The curriculum should meet academic requirements, including a high school diploma and a post secondary certificate, diploma or degree, as well a certificate of mastery of occupational skills recognized by businesses within the occupational cluster.

WORK-BASED LEARNING

The development of the work-based learning portion of the youth apprenticeship program should focus on the occupational cluster of the program. The skills, attitudes, and aptitudes that are necessary for successful employment and advancement in the occupational field will need to be identified and benchmarked for attainment of a certificate of mastery.

Skill Standard Development

The youth apprenticeship program is designed to improve the connections between employers and schools. But for the program to respond to employers'

needs and also provide the youth apprentice with skills that are clearly valued in the labor market, the necessary occupational skills must be identified and accepted by businesses in the occupational cluster.

There are few nationally validated and commonly used (across all states) skill standards within the vocational education system. Nor are there yet many examples of portable "credentials" that accompany nationally industry validated standards.

The federal government has initiated a collaborative effort between the Departments of Labor and Education to promote the development of national skills standards in several occupational fields (see Appendix E for a list of organizations under contract with the federal government to develop skill standards). Until these national standards and credentials are established, local program planners, in cooperation with business and industry, will need to identify and validate standards on the state and/or local level.

Developing skill standards for an occupational cluster requires in-depth deliberation of the kinds and levels of experience and skills employers expect of students' within their industry. Once standards are agreed to, the youth apprenticeship program planners can design the curriculum and instructional methods. Demonstration of mastery of these skills becomes the criterion for the development and award of skill credentials.

Identify skills needed

The first step is to identify the skills (tasks and competencies) needed. A job analysis is fundamental to an investigation of industry standards. Job analysis is the systematic gathering, documenting, and analyzing of information about actions employees take to perform the tasks incumbent to their jobs within any kind of a work setting. Analysis deals with job content, job requirements as well as the context of the entire work organization.

A number of recent research studies provide lists of skills (tasks) for a wide variety of occupational clusters. The Vocational Technical Education Consortium of the States (V-TECS) system has developed worker-validated tasks and performance objectives which contain job-based standards of performance for more than 170 occupational domains representing more than 700 Dictionary of Occupational Titles. The Georgia Department of Technical and Adult Education (DTAE) utilizes program standards for occupational programs at technical institutes which have been reviewed and validated by business and industry occupational committees. These and other sources of information about job skills and tasks, such as registered apprenticeship training plans, will provide program planners with a tentative list of specific and related skills for the occupational cluster.

Another approach for identifying skill requirements, which utilizes small-group brainstorming techniques, is DACUM (Developing a Curriculum). This process results in a skill profile for

an occupational area. DACUM is primarily concerned with the what of a curriculum rather than the how. It is an analysis of the occupation rather than a curriculum evolving from an analysis.

The development of a DACUM profile involves using a committee of ten to twelve resource persons who are experts in a particular occupation. Committee members complete a series of steps that includes:

- reviewing a written description of the specific occupation;
- identifying general areas of competence within the occupation;
- identifying specific skills or behaviors for each general area of competence;
- structuring the skills into a meaningful learning sequence; and
- establishing levels of competence for each skill as related to realistic work situations.

Once the DACUM profile has been developed, the product may serve as a basis for developing instructional content and materials that focus on student attainment of specified skills.

Sequence skills

Skills (tasks) should be introduced to the youth apprentice in a logical order so that the skills and knowledge required for each lay the foundation for mastering the new skills and knowledge required for the next task. An analysis of each skill is necessary since each skill requires a number of different competencies and since many of the competencies will relate to more than one skill.

As the work-based curriculum is implemented, the youth apprentice should start with simpler tasks and build upon success. As a result, as the student progresses through the training, the tasks should become more demanding and require additional knowledge and principles for the student to master which should be developed in the school-based curriculum.

Design learning experiences

Learning experiences are those activities designed to assist the youth apprentice in reaching mastery of identified skills. These activities include classroom (school-based learning) and on-the-job (work-based learning). Once the learning experiences have been designed, a determination of the location of instruction will need to be made.

The curricula can be delivered at the secondary school, the post secondary institution, the business site, or any combination of the three. In determining which segment of the curriculum will be taught at which location, each partner should select those learning experiences which are their strengths.

The youth apprenticeship is characterized by complementary learning experiences in the secondary school, technical institute, and on-the-job. The success of the learning experience rests with the structure of the program at each of these individual sites, as well as the linkage between them.

Design the work-based learning experiences

A work place training contract is the key to effective instruction and learning at the work site. A training contract is a written learning plan describing the learning experiences the youth apprentice will achieve on-the-job.

A work place training contract should describe:

- learning objectives;
- activities and work tasks the youth apprentice will engage in to achieve the objectives; and
- methods to document and assess mastery of learning objectives.

Work site learning objectives should flow from the identified skills. These learning objectives should be cooperatively developed by the school and employers. The employer will then designate an individual (mentor) who will supervise and teach the youth apprentice these learning objectives.

Formulate a plan of evaluation

A work place training contract should not only describe what the youth apprentice will learn and do in the work setting; it must also provide a record of what the student has accomplished. Assessment of student learning is a critical component of work-based learning. Furthermore, verification of student achievement in the work place is needed in order that the student may be awarded academic credit by the school and that student mastery toward a skill certificate can be documented.

Several specific aspects of the youth apprentice's on-the-job performance will need to be evaluated. These aspects are:

- progress in mastering the occupational skills;
- work attitudes and conduct; and
- personal traits and attributes.

In many instances, the means of evaluation are stated in the learning experiences and most frequently a written evaluation of student performance by the work place mentor is completed on a regular basis. But other forms of performance based assessment skills—including skill demonstrations, portfolios, and producing and exhibiting projects—can be used as well as the traditional paper and pencil test.

Related Skill Development

Work-based learning not only needs to focus on specific skill development, but must also expand the youth apprentice's knowledge of all aspects of the industry, the social skills needed to work effectively in an organization (i.e., the ability to work in teams, communicate clearly, and manage one's time), as well as higher-order critical thinking and problem-solving skills. Each of these areas can be built into the work-based learning plan, as well as the school-based component. By focusing on these skills, the youth apprenticeship program can help students acquire a set of skills that will be valuable in any career.

Objectives identified by the Cornell Youth Apprenticeship Demonstration Project (Figure 5.1) developed a framework that uses the work place to

teach the youth apprentice a broad range of cognitive and social skills. Using this framework as a guide, employers created work assignments and activities to structure placements of the youth apprentice.

SCHOOL-BASED LEARNING

School and work must reinforce each other in the youth apprenticeship program. The school-based portion of the curricula needs to be organized in a scope and sequence which can be delivered in an integrated classroom and work based setting to assure that the youth apprentice will meet required high school graduation requirements, entrance into a post secondary institution and industry skill standards.

A variety of models can be used to organize the school-based learning. One approach is to restructure the student's core academic experience around the occupational theme. Another structure is to group students who work in a common occupational cluster area in one or more academic classes that are based on the work place. Still another arrangement is the creation of a school-within-a-school organized around an occupational theme.

Which ever arrangement is selected, the instruction in school is geared to the occupational cluster, and the work place is viewed as a place for learning new skills or for providing practice under real conditions of those concepts learned in the classroom.

Learning Objectives for Youth Apprenticeship

Technical Competencies: Perform Work Tasks

1. *Procedures:* Follow steps to accomplish a task.
2. *Computer Use:* Use computer technology efficiently and effectively.
3. *Principles:* Understand reasons for procedures.
4. *Excellence:* Commit to high standards of practice and to continuous improvement.

Social Competencies: Participate in an Organization

5. *Systems:* Understand the organizational context.
6. *Rules:* Adhere to professional norms.
7. *Teamwork:* Cooperate with others in a variety of roles.
8. *Communication:* Use written and spoken language to give and receive clear messages.
9. *Responsibility:* Act independently when appropriate, take initiative for work and learning. (Hamilton and Hamilton, 1993, p. 5)

Figure 5.1. Cornell Youth Apprenticeship Demonstration Project Competencies

Models

Roditi (1991) describes three models of youth apprenticeship by degree of independence from the high school. The first model is referred to as the independent teacher team in which students are assigned to team of three to five teachers in a self-contained unit. Teachers plan the curriculum and regularly visit students' work places. Teaching occurs both inside and outside the high school with some instruction at the post secondary institution. One feature of this model is the increasing portion of students' time spent at the workplace over the high school years.

The second model is a partially independent teacher team in which (1) participating students take some special classes together and some with other high school students and teachers, (2) some teachers might teach both regular high school students and youth apprentices, (3) the team has a limited administrative independence, and (4) the team is school-based. Career academies are similar to this model.

The third model is the one with no independent teacher team. In this model (1) youth apprentices take most or all of their classes with regular high school students and teachers, (2) all participating teachers teach both high school students and youth apprentices, (3) the participating teachers have almost no administrative independence, and (4) the program is school-based. Tech-prep programs are an example of this model.

Some variation of the present high school structure to integrate work-based and school-based learning can also be

adopted. Special projects, which are extended academic activities in which a youth apprentice explores in depth an issue of importance at work, can be done in lieu of elective courses. These projects require students to complete a project that integrates knowledge and skills learning in both academic and vocational courses. This approach requires at least one academic teacher who is responsible for working with each youth apprentice on the special project. The mentor in the work place also provides supervision. The project culminates in a formal presentation.

Section 6

MENTOR ORIENTATION AND TRAINING

The success of the youth apprenticeship program is primarily based on the quality of the placement of the student in a business and the instruction that the student receives as part of the work-based learning segment of the program. A key individual in the work-based learning is the designated mentor.

WORK PLACE MENTOR

An integral part of the work-based learning is a supportive adult, referred to as a mentor, who is linked with the youth apprentice. A mentor provides guidance and encouragement to the youth apprentice as well as being involved in the teaching of work tasks and job responsibilities to the student.

Many different individuals may be involved in teaching a youth apprentice or a single person may take on the entire responsibility depending upon the size of the business. In either case, one individual in a business is usually designated as the mentor.

The selection of the mentor is the prerogative of the business. However an effective mentor must possess both the personal qualities and the technical competence to be successful. In addition, it is important for the business to provide time for the mentor to work with the apprentice on a one-to-one basis.

Personal Qualities

A good mentor is one who is interested in young people. A mentor must know and perform their job well and is willing to share their knowledge. They should understand human relations and be of the character which the youth apprentice will want to emulate.

Technical Competencies

A mentor should be proficient in performing technical competencies which they teach to the apprentice and must have an understanding of the industry and not just of a particular job within the industry.

It is critical that the business where the youth apprentice is placed to designate one employee to coordinate the student at the work site and serve as the student's mentor. In many business, a student will be rotated to various departments in a business to learn all aspects of the occupation and be under the direction of various employees (sometimes referred to as a coach), but the employee designated as the mentor should be responsible for coordinating and monitoring the training experience of the student.

ROLE OF THE MENTOR

The mentor performs a number of functions including: (1) induction of the apprentice into the business, (2) training of the apprentice, (3) evaluation of the apprentice, and (4) counseling the

apprentice on matters related to work and school.

Induction

The mentor orients the apprentice to their job and to the business and industry as a whole.

Training

The mentor participates in the development of the training plan for the apprentice under their supervision. The mentor assists the apprentice in carrying out classroom assignments related to their job and evaluates the skill tasks listed on the apprentice's schedule of training.

Evaluation

The mentor evaluates the apprentice's progress in learning their job and communicates with the youth apprenticeship coordinator the strengths and areas in which improvement is needed. The mentor verifies the apprentice's attendance and production reports.

Counseling

The mentor counsels with the student concerning their performance both on-the-job and in school as well as their relationships with other employees. The mentor must take the responsibility for preparing the apprentice for a definite goal and provide them with the individual attention necessary to attain that goal.

ORIENTATION AND TRAINING

To assist individuals in providing quality educational experiences for youth apprentices, a mentor orientation and training session should be conducted. Other individuals within the business who may be involved in teaching the youth apprentice (coaches) should also be involved in the session.

It is recommended that an orientation and training session be conducted to prepare these individuals for instructing and supervising youth apprentices. The mentor training program should cover the following topics at a minimum: orientation to the program, expectations of the program, structuring work place learning, understanding learning styles, understanding development of adolescents, student motivation, discipline, and evaluation. Individuals designated by employers should be required to participate in a mentor orientation and training session prior to a student being placed with the firm.

One key to helping the mentors and coaches improve their training ability is to identify their specific needs. Most mentors (and coaches) are highly competent in their occupational area, but some may find it difficult to teach others to do what they do. There is sometimes a tendency of mentors to assume that a student should be able to perform a task after having been told and shown how to do it once. Better instruction for students will result if mentors are prepared in methods of analyzing the tasks to be taught.

Hamilton and Hamilton (1993) described the instructional behaviors mentors should follow in teaching youth apprentices about their work tasks and job responsibilities.

✍ *Demonstrate task performance by doing the task while the apprentice observes.* While performing the task the mentor [coach] points out important features and checks the apprentice's understanding by asking questions and encouraging the apprentice to ask questions. (Reciprocal questioning is also part of the other functions.)

✍ *Explain how to perform a task correctly.* Explanation may accompany demonstration or be provided separately. It sets out performance criteria, points out what problems are likely to occur, and identifies possible problem-solving strategies.

✍ *Explain why a task is performed a certain way.* A mentor [coach] must explain why the task is performed according to certain specifications, provide information about the business management or scientific principles underlying the procedures, and explain how the task relates to other tasks.

✍ *Monitor and critique the apprentice's attempts to do the task.* While monitoring the apprentice's performance, the mentor [coach] gives clear and immediate feedback. Although monitoring and feedback are continual, the interval between instances increases as the apprentice gains competence, and the mentor [coach] encourages the apprentice to monitor his or her own performance and to seek help when difficulties arise.

✍ *Model problem solving by thinking aloud and demonstrating problem-solving strategies.* Modeling includes explaining what questions the apprentice can ask him or herself when problems arise, identifying the kinds and sources of information the apprentice might need to find a solution, and pointing out important information or cues that the coach is relying on to guide problem solving. (p. 11)

In addition, the mentor must also orient the youth apprentice to the social and personal aspects of work. Mentor training should also include instruction on how to:

✍ *Initiate the apprentice to the workplace culture.* Apprenticeships brings adolescents into an adult social system, a new culture with its own rules, conventions, and norms. A mentor's explanations about the culture of the workplace facilitate the apprentice's adjustment to the work setting.

✍ *Advise the apprentice on career directions and opportunities.* Career advice may be information about education and training requirements for a particular field, introducing apprentices to others who can share their experiences, or expanding the apprentices' conceptions of career domains.

✍ *Help resolve problems.* A good mentor helps the apprentice resolve problems. Examples of problems are an apprentice not knowing how to ask for help or missing work because of a conflict at school or at home, and they may involve several systems (e.g., the

firm, the school, and the apprentice's family). (p. 13)

The number of training sessions needed will vary according to the needs and desires of the mentors. Some mentors may need only one or two sessions, while others may desire and/or need more help.

STUDENT LEARNING IN A YOUTH APPRENTICESHIP

Mentors will also need to have a knowledge of how student learning occurs in the youth apprenticeship program. Hamilton and Hamilton (1993) noted that: "apprentices begin by *observing* a mentor [coach] perform a task; then they learn to *assist* with the task; finally they are able to *perform* the task, first *with assistance* and eventually *independently*" (p. 14). A difficult task may take a long period of time to master, a simple task may be learned in a shorter period of time. A complex task may require master many small tasks.

HOW APPRENTICES LEARN

◆ *Attend to coaching and mentoring.*

The first responsibility of a learner is to pay attention to instructions and observe demonstrations careful, especially when accuracy and safety are required.

◆ *Try out or practice what has been taught.*

Learning does not occur solely by listening to and observing a mentor [coach]; the learner must perform the behavior, and both the mentor [coach]

and the learner observe and evaluate that performance.

◆ *Process learning to comprehend, apply and transform it.*

Processing connects new learning to knowledge, skills and attitudes already present. An apprentice is processing learning when asking questions, altering what has been taught, trying a different approach, and adapting a skill to a new context.

◆ *Produce or get work done.*

The apprentice is expected to perform real work. If real work is not done well, the customer, the co-workers, and the firm suffer. The power of learning on the job is that it provides both the opportunity to apply what is learned and motivation to learn.

◆ *Initiate learning.*

An apprentice must learn how to learn, and that requires seeking out people who can teach and noticing opportunities for learning. Simply waiting for instruction as in a school classroom will seriously constrain learning.

◆ *Reflect on work experiences.*

Apprentices need to take time to think about their work experiences, to step back from their actions and focus on values, issues, and principles and the long-term implications of their experiences. (Hamilton and Hamilton, 1993, p. 14)

Section 7

EVALUATING THE YOUTH APPRENTICESHIP PROGRAM

A key to the success of the youth apprenticeship program is the development of a practical evaluation plan. A comprehensive evaluation of the youth apprenticeship program should be conducted on an annual basis that includes longitudinal data.

To determine the effectiveness of the youth apprenticeship program, program planners should develop and implement an evaluation model to track program and student success and then to cull out and dissemination information about the best practices and most effective approaches used in the youth apprenticeship program. This evaluation model should document both the short-term benefits and long-term consequences of youth apprenticeship, as well as to validate practices that the school district (and other school districts) can adopt in the future for additional youth apprenticeship programs in other occupational clusters.

The primary objective of the evaluation model should be twofold. First, the evaluation should provide a clear factual documentation of the number, characteristics, and development of the youth apprenticeship program. Second, the evaluation should provide a basis for identifying effective practices in the implementation of the youth apprenticeship program. In addition, it will be valuable to examine the significance of the youth apprenticeship program from the perspective of students which to develop preliminary measures of important educational and

employment outcomes for students and how they differ from what might be expected in the absence of changes brought about under the youth apprenticeship initiative.

These broad evaluation objectives can be translated into issues that can be used as a conceptual framework for elaborating more detailed research questions and developing a data collection and analysis strategy:

- Roles and participation of the partners in the local consortium;
- Linkages with other local programs and institutions;
- Effectiveness of marketing and recruiting processes, particularly as it is related to the enrollment of under served populations and minorities;
- Effectiveness and operation of the program's academic instruction (school-based learning), work-based learning, and connecting activities including guidance and support services;
- Characteristics of program participants;
- Program effectiveness in the basic area of enrollment, completions, placement rate in jobs after the program, dropout and withdrawal rates, skills acquisition, etc.;

- Impact on local hiring practices and employer satisfaction with the level of skills acquired by students;
- Prospects for replicating the program in other occupational clusters.

To approach these objectives, select quantitative and qualitative research methodologies should be utilized in the evaluation design to address a variety of research questions pertaining to planning, local school system, technical institute and employer participation, and individual student involvement in the youth apprenticeship program. Methods that may be utilized include: (a) survey research instruments for investigating local-level program administration efforts; (b) semi-structured interviews for use during on-site visits; (c) on-site observation and discussions with secondary and post secondary school personnel, students and employers; and (d) analysis of student cumulative education transcripts and records.

EVALUATION PROCESS

Collecting and processing evaluation data involve:

1. developing an evaluation design or plan;
2. developing data collection instruments and processes;
3. collecting the data;
4. processing the data;
5. reporting the results in a manner that is useful to those administering the youth apprenticeship program.

Collecting and processing data will require the expenditure of resources. Evaluation should be budgeted for in the

program planning process. Resources will be needed for such items as printing, data collection, data analysis and reporting.

It is often very difficult for program planners and administrators to step back and analyze the program. Outside evaluators can help facilitate and structure the needed deliberation on program process, provide feedback, and make suggestions to improve the program.

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APPENDIX A**School-To-Work Opportunities Act of 1994**

ONE HUNDRED THIRD CONGRESS
OF THE
UNITED STATES OF AMERICA

Begun and held at the City of Washington on Tuesday,
the twenty-fifth day of January, one thousand nine
hundred and ninety-four

AN ACT

To establish a national framework for the development
of School-to-Work Opportunities systems in all States,
and for other purposes.

Be it enacted by the Senate and House of Representatives
of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) Short Title.--This Act may be cited as the "School-to-Work
Opportunities Act of 1994".

(b) Table of Contents.--The table of contents is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Findings.
- Sec. 3. Purposes and congressional intent.
- Sec. 4. Definitions.
- Sec. 5. Federal administration.

TITLE I--SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS

- Sec. 101. General program requirements.
- Sec. 102. School-based learning component.
- Sec. 103. Work-based learning component.
- Sec. 104. Connecting activities component.

TITLE II--SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND
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- Sec. 802. Sunset.

SEC. 2. FINDINGS.

Congress finds that--

(1) three-fourths of high school students in the United States enter the workforce without baccalaureate degrees, and many do not possess the academic and entry-level occupational skills necessary to succeed in the changing United States workplace;

(2) a substantial number of youths in the United States, especially disadvantaged students, students of diverse racial,

ethnic, and cultural backgrounds, and students with disabilities. 53 do not complete high school;

(3) unemployment among youths in the United States is intolerably high, and earnings of high school graduates have been falling relative to earnings of individuals with more education;

(4) the workplace in the United States is changing in response to heightened international competition and new technologies, and such forces, which are ultimately beneficial to the Nation, are shrinking the demand for and undermining the earning power of unskilled labor;

(5) the United States lacks a comprehensive and coherent system to help its youths acquire the knowledge, skills, abilities, and information about and access to the labor market necessary to make an effective transition from school to career-oriented work or to further education and training;

(6) students in the United States can achieve high academic and occupational standards, and many learn better and retain more when the students learn in context, rather than in the abstract;

(7) while many students in the United States have part-time jobs, there is infrequent linkage between--

(A) such jobs; and

(B) the career planning or exploration, or the school-based learning, of such students;

(8) the work-based learning approach, which is modeled after the time-honored apprenticeship concept, integrates theoretical instruction with structured on-the-job training, and this approach, combined with school-based learning, can be very effective in engaging student interest, enhancing skill acquisition, developing positive work attitudes, and preparing youths for high-skill, high-wage careers;

(9) Federal resources currently fund a series of categorical, work-related education and training programs, many of which serve disadvantaged youths, that are not administered as a coherent whole; and

(10) in 1992 approximately 3,400,000 individuals in the United States age 16 through 24 had not completed high school and were not currently enrolled in school, a number representing approximately 11 percent of all individuals in this age group, which indicates that these young persons are particularly unprepared for the demands of a 21st century workforce.

SEC. 3. PURPOSES AND CONGRESSIONAL INTENT.

(a) Purposes.--The purposes of this Act are--

(1) to establish a national framework within which all States can create statewide School-to-Work Opportunities systems that--

(A) are a part of comprehensive education reform;

(B) are integrated with the systems developed under the Goals 2000: Educate America Act and the National Skill Standards Act of 1994; and

(C) offer opportunities for all students to participate in a performance-based education and training program that will--

- (i) enable the students to earn portable credentials;
 - (ii) prepare the students for first jobs in high-skill, high-wage careers; and
 - (iii) increase their opportunities for further education, including education in a 4-year college or university;
- (2) to facilitate the creation of a universal, high-quality school-to-work transition system that enables youths in the United States to identify and navigate paths to productive and progressively more rewarding roles in the workplace;
- (3) to utilize workplaces as active learning environments in the educational process by making employers joint partners with educators in providing opportunities for all students to participate in high-quality, work-based learning experiences;
- (4) to use Federal funds under this Act as venture capital, to underwrite the initial costs of planning and establishing statewide School-to-Work Opportunities systems that will be maintained with other Federal, State, and local resources;
- (5) to promote the formation of local partnerships that are dedicated to linking the worlds of school and work among secondary schools and postsecondary educational institutions, private and public employers, labor organizations, government, community-based organizations, parents, students, State educational agencies, local educational agencies, and training and human service agencies;
- (6) to promote the formation of local partnerships between elementary schools and secondary schools (including middle schools) and local businesses as an investment in future workplace productivity and competitiveness;
- (7) to help all students attain high academic and occupational standards;
- (8) to build on and advance a range of promising school-to-work activities, such as tech-prep education, career academies, school-to-apprenticeship programs, cooperative education, youth apprenticeship, school-sponsored enterprises, business-education compacts, and promising strategies that assist school dropouts, that can be developed into programs funded under this Act;
- (9) to improve the knowledge and skills of youths by integrating academic and occupational learning, integrating school-based and work-based learning, and building effective linkages between secondary and postsecondary education;
- (10) to encourage the development and implementation of programs that will require paid high-quality, work-based learning experiences;
- (11) to motivate all youths, including low-achieving youths, school dropouts, and youths with disabilities, to stay in or return to school or a classroom setting and strive to succeed, by providing enriched learning experiences and assistance in obtaining good jobs and continuing their education in postsecondary educational institutions;
- (12) to expose students to a broad array of career opportunities, and facilitate the selection of career majors, based on individual interests, goals, strengths, and abilities;

(13) to increase opportunities for minorities, women, and individuals with disabilities, by enabling individuals to prepare for careers that are not traditional for their race, gender, or disability; and

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(14) to further the National Education Goals set forth in title I of the Goals 2000: Educate America Act.

(b) Congressional Intent.--It is the intent of Congress that the Secretary of Labor and the Secretary of Education jointly administer this Act in a flexible manner that--

(1) promotes State and local discretion in establishing and implementing statewide School-to-Work Opportunities systems and School-to-Work Opportunities programs; and

(2) contributes to reinventing government by--

(A) building on State and local capacity;

(B) eliminating duplication in education and training programs for youths by integrating such programs into 1 comprehensive system;

(C) maximizing the effective use of resources;

(D) supporting locally established initiatives;

(E) requiring measurable goals for performance; and

(F) offering flexibility in meeting such goals.

SEC. 4. DEFINITIONS.

As used in this Act:

(1) All aspects of an industry.--The term "all aspects of an industry" means all aspects of the industry or industry sector a student is preparing to enter, including planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, health and safety issues, and environmental issues, related to such industry or industry sector.

(2) All students.--The term "all students" means both male and female students from a broad range of backgrounds and circumstances, including disadvantaged students, students with diverse racial, ethnic, or cultural backgrounds, American Indians, Alaska Natives, Native Hawaiians, students with disabilities, students with limited-English proficiency, migrant children, school dropouts, and academically talented students.

(3) Approved state plan.--The term "approved State plan" means a statewide School-to-Work Opportunities system plan that is submitted by a State under section 213, is determined by the Secretaries to include the program components described in sections 102 through 104 and otherwise meet the requirements of this Act, and is consistent with the State improvement plan for the State, if any, under the Goals 2000: Educate America Act.

(4) Career guidance and counseling.--The term "career guidance and counseling" means programs--

(A) that pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decisionmaking, placement skills, and knowledge and understanding of local, State,

(8) linking youth development activities under this Act with employer and industry strategies for upgrading the skills of their workers.

 TITLE II--SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND
 IMPLEMENTATION GRANTS TO STATES

Subtitle A--State Development Grants

SEC. 201. PURPOSE.

The purpose of this subtitle is to assist States in planning and developing comprehensive statewide School-to-Work Opportunities systems.

SEC. 202. AUTHORIZATION.

(a) Grants to States.--

(1) In general.--On the application of the Governor on behalf of a State in accordance with section 203, the Secretaries may provide a development grant to the State in such amounts as the Secretaries determine to be necessary to enable such State to complete planning and development of a comprehensive statewide School-to-Work Opportunities system.

(2) Amount.--The amount of a development grant under this section may not exceed \$1,000,000 for any fiscal year.

(3) Completion.--The Secretaries may provide such grant to complete development of a statewide School-to-Work Opportunities systems initiated with funds received under the Job Training Partnership Act (29 U.S.C. 1501 et seq.) or the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.).

(b) Grants to Territories.--In providing grants under this section to the Commonwealth of the Northern Mariana Islands, American Samoa, Guam, the Virgin Islands, the Federated States of Micronesia, the Republic of the Marshall Islands, or the Republic of Palau, the Secretaries shall use amounts reserved under section 605(b)(1).

SEC. 203. APPLICATION.

(a) In General.--The Secretaries may not provide a development grant under section 202 to a State unless the Governor of the State, on behalf of the State, submits to the Secretaries an application, at such time, in such form, and containing such information as the Secretaries may reasonably require.

(b) Contents.--Such application shall include--

(1) a timetable and an estimate of the amount of funding needed to complete the planning and development necessary to implement a comprehensive statewide School-to-Work Opportunities system for all students;

and national occupational, educational, and labor market needs 57
trends, and opportunities;

(B) that assist individuals in making and implementing informed educational and occupational choices; and

(C) that aid students to develop career options with attention to surmounting gender, race, ethnic, disability, language, or socioeconomic impediments to career options and encouraging careers in nontraditional employment.

(5) Career major.--The term "career major" means a coherent sequence of courses or field of study that prepares a student for a first job and that--

(A) integrates academic and occupational learning, integrates school-based and work-based learning, establishes linkages between secondary schools and postsecondary educational institutions;

(B) prepares the student for employment in a broad occupational cluster or industry sector;

(C) typically includes at least 2 years of secondary education and at least 1 or 2 years of postsecondary education;

(D) provides the students, to the extent practicable, with strong experience in and understanding of all aspects of the industry the students are planning to enter;

(E) results in the award of--

(i) a high school diploma or its equivalent, such as--

(I) a general equivalency diploma; or

(II) an alternative diploma or certificate for students with disabilities for whom such alternative diploma or certificate is appropriate;

(ii) a certificate or diploma recognizing successful completion of 1 or 2 years of postsecondary education (if appropriate); and

(iii) a skill certificate; and

(F) may lead to further education and training, such as entry into a registered apprenticeship program, or may lead to admission to a 2- or 4-year college or university.

(6) Community-based organizations.--The term "community-based organizations" has the meaning given such term in section 4(5) of the Job Training Partnership Act (29 U.S.C. 1503(5)).

(7) Elementary school.--The term "elementary school" means a day or residential school that provides elementary education, as determined under State law.

(8) Employer.--The term "employer" includes both public and private employers.

(9) Governor.--The term "Governor" means the chief executive of a State.

(10) Local educational agency.--The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either

administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

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(11) Local partnership.--The term "local partnership" means a local entity that is responsible for local School-to-Work Opportunities programs and that--

(A) consists of employers, representatives of local educational agencies and local postsecondary educational institutions (including representatives of area vocational education schools, where applicable), local educators (such as teachers, counselors, or administrators), representatives of labor organizations or nonmanagerial employee representatives, and students; and

(B) may include other entities, such as--

- (i) employer organizations;
- (ii) community-based organizations;
- (iii) national trade associations working at the local levels;
- (iv) industrial extension centers;
- (v) rehabilitation agencies and organizations;
- (vi) registered apprenticeship agencies;
- (vii) local vocational education entities;
- (viii) proprietary institutions of higher education (as defined in section 481(b) of the Higher Education Act of 1965 (20 U.S.C. 1088(b)) that continue to meet the eligibility and certification requirements under title IV of such Act (20 U.S.C. 1070 et seq.);
- (ix) local government agencies;
- (x) parent organizations;
- (xi) teacher organizations;
- (xii) vocational student organizations;
- (xiii) private industry councils established under section 102 of the Job Training Partnership Act (29 U.S.C. 1512);
- (xiv) federally recognized Indian tribes, Indian organizations, and Alaska Native villages within the meaning of the Alaska Native Claims Settlement Act (43 U.S.C. 1601 et seq.); and
- (xv) Native Hawaiian entities.

(12) Postsecondary educational institution.--The term "postsecondary educational institution" means an institution of higher education (as such term is defined in section 481 of the Higher Education Act of 1965 (20 U.S.C. 1088)) which continues to meet the eligibility and certification requirements under title IV of such Act (20 U.S.C. 1070 et seq.).

(13) Registered apprenticeship agency.--The term "registered apprenticeship agency" means the Bureau of Apprenticeship and Training in the Department of Labor or a State apprenticeship agency recognized and approved by the Bureau of Apprenticeship and Training as the appropriate body for State registration or approval of local apprenticeship programs and agreements for Federal purposes.

(14) Registered apprenticeship program.--The term "registered apprenticeship program" means a program registered by a registered apprenticeship agency.

(15) Related services.--The term "related services" includes the types of services described in section 602(17) of the Individuals with Disabilities Education Act (20 U.S.C. 1401(17)).

(16) Rural community with low population density.--The term "rural community with low population density" means a county, block number area in a nonmetropolitan county, or consortium of counties or of such block number areas, that has a population density of 20 or fewer individuals per square mile.

(17) School dropout.--The term "school dropout" means a youth who is no longer attending any school and who has not received a secondary school diploma or a certificate from a program of equivalency for such a diploma.

(18) School site mentor.--The term "school site mentor" means a professional employed at a school who is designated as the advocate for a particular student, and who works in consultation with classroom teachers, counselors, related services personnel, and the employer of the student to design and monitor the progress of the School-to-Work Opportunities program of the student.

(19) School-to-work opportunities program.--The term "School-to-Work Opportunities program" means a program that meets the requirements of this Act, other than a program described in section 401(a).

(20) Secondary school.--The term "secondary school" means--

(A) a nonprofit day or residential school that provides secondary education, as determined under State law, except that it does not include any education provided beyond grade 12; and

(B) a Job Corps center under part B of title IV of the Job Training Partnership Act (29 U.S.C. 1691 et seq.).

(21) Secretaries.--The term "Secretaries" means the Secretary of Education and the Secretary of Labor.

(22) Skill certificate.--The term "skill certificate" means a portable, industry-recognized credential issued by a School-to-Work Opportunities program under an approved State plan, that certifies that a student has mastered skills at levels that are at least as challenging as skill standards endorsed by the National Skill Standards Board established under the National Skill Standards Act of 1994, except that until such skill standards are developed, the term "skill certificate" means a credential issued under a process described in the approved State plan.

(23) State.--The term "State" means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, American Samoa, Guam, the Virgin Islands, the Federated States of Micronesia, the

Republic of the Marshall Islands, and the Republic of Palau.

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(24) State educational agency.--The term "State educational agency" means the officer or agency primarily responsible for the State supervision of public elementary and secondary schools.

(25) Workplace mentor.--The term "workplace mentor" means an employee or other individual, approved by the employer at a workplace, who possesses the skills and knowledge to be mastered by a student, and who instructs the student, critiques the performance of the student, challenges the student to perform well, and works in consultation with classroom teachers and the employer of the student.

SEC. 5. FEDERAL ADMINISTRATION.

(a) Joint Administration.--

(1) In general.--Notwithstanding the Department of Education Organization Act (20 U.S.C. 3401 et seq.), the General Education Provisions Act (20 U.S.C. 1221 et seq.), the Act entitled "An Act To Create a Department of Labor", approved March 4, 1913 (29 U.S.C. 551 et seq.), and section 166 of the Job Training Partnership Act (29 U.S.C. 1576), the Secretaries shall jointly provide for, and shall exercise final authority over, the administration of this Act, and shall have final authority to jointly issue whatever procedures, guidelines, and regulations, in accordance with section 553 of title 5, United States Code, the Secretaries consider necessary and appropriate to administer and enforce the provisions of this Act.

(2) Submission of plan.--Not later than 120 days after the date of enactment of this Act, the Secretaries shall prepare a plan for the joint administration of this Act and submit such plan to Congress for review and comment.

(b) Acceptance of Gifts.--The Secretaries are authorized, in carrying out this Act, to accept, purchase, or lease in the name of the Department of Labor or the Department of Education, and employ or dispose of in furtherance of the purposes of this Act, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise.

(c) Use of Voluntary and Uncompensated Services.--Notwithstanding section 1342 of title 31, United States Code, the Secretaries are authorized to accept voluntary and uncompensated services in furtherance of the purposes of this Act.

TITLE I--SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS

SEC. 101. GENERAL PROGRAM REQUIREMENTS.

A School-to-Work Opportunities program under this Act shall--

(1) integrate school-based learning and work-based learning, as provided for in sections 102 and 103, integrate academic and occupational learning, and establish effective linkages between secondary and postsecondary education;

(2) provide participating students with the opportunity to complete career majors;

(3) incorporate the program components provided in sections 61 102 through 104;

(4) provide participating students, to the extent practicable, with strong experience in and understanding of all aspects of the industry the students are preparing to enter; and

(5) provide all students with equal access to the full range of such program components (including both school-based and work-based learning components) and related activities, such as recruitment, enrollment, and placement activities, except that nothing in this Act shall be construed to provide any individual with an entitlement to services under this Act.

SEC. 102. SCHOOL-BASED LEARNING COMPONENT.

The school-based learning component of a School-to-Work Opportunities program shall include--

(1) career awareness and career exploration and counseling (beginning at the earliest possible age, but not later than the 7th grade) in order to help students who may be interested to identify, and select or reconsider, their interests, goals, and career majors, including those options that may not be traditional for their gender, race, or ethnicity;

(2) initial selection by interested students of a career major not later than the beginning of the 11th grade;

(3) a program of study designed to meet the same academic content standards the State has established for all students, including, where applicable, standards established under the Goals 2000: Educate America Act, and to meet the requirements necessary to prepare a student for postsecondary education and the requirements necessary for a student to earn a skill certificate;

(4) a program of instruction and curriculum that integrates academic and vocational learning (including applied methodologies and team-teaching strategies), and incorporates instruction, to the extent practicable, in all aspects of an industry, appropriately tied to the career major of a participant;

(5) regularly scheduled evaluations involving ongoing consultation and problem solving with students and school dropouts to identify their academic strengths and weaknesses, academic progress, workplace knowledge, goals, and the need for additional learning opportunities to master core academic and vocational skills; and

(6) procedures to facilitate the entry of students participating in a School-to-Work Opportunities program into additional training or postsecondary education programs, as well as to facilitate the transfer of the students between education and training programs.

SEC. 103. WORK-BASED LEARNING COMPONENT.

(a) Mandatory Activities.--The work-based learning component of a School-to-Work Opportunities program shall include--

(1) work experience;

(2) a planned program of job training and work experiences (including training related to preemployment and employment skills

to be mastered at progressively higher levels, that are coordinate⁸² with learning in the school-based learning component described in section 102 and are relevant to the career majors of students and lead to the award of skill certificates;

(3) workplace mentoring;

(4) instruction in general workplace competencies, including instruction and activities related to developing positive work attitudes, and employability and participative skills; and

(5) broad instruction, to the extent practicable, in all aspects of the industry.

(b) Permissible Activities.--Such component may include such activities as paid work experience, job shadowing, school-sponsored enterprises, or on-the-job training.

SEC. 104. CONNECTING ACTIVITIES COMPONENT.

The connecting activities component of a School-to-Work Opportunities program shall include--

(1) matching students with the work-based learning opportunities of employers;

(2) providing, with respect to each student, a school site mentor to act as a liaison among the student and the employer, school, teacher, school administrator, and parent of the student, and, if appropriate, other community partners;

(3) providing technical assistance and services to employers, including small- and medium-sized businesses, and other parties in--

(A) designing school-based learning components described in section 102, work-based learning components described in section 103, and counseling and case management services; and

(B) training teachers, workplace mentors, school site mentors, and counselors;

(4) providing assistance to schools and employers to integrate school-based and work-based learning and integrate academic and occupational learning into the program;

(5) encouraging the active participation of employers, in cooperation with local education officials, in the implementation of local activities described in section 102, section 103, or this section;

(6) (A) providing assistance to participants who have completed the program in finding an appropriate job, continuing their education, or entering into an additional training program; and

(B) linking the participants with other community services that may be necessary to assure a successful transition from school to work;

(7) collecting and analyzing information regarding post-program outcomes of participants in the School-to-Work Opportunities program, to the extent practicable, on the basis of socioeconomic status, race, gender, ethnicity, culture, and disability, and on the basis of whether the participants are students with limited-English proficiency, school dropouts, disadvantaged students, or academically talented students; and

(2) a description of how--

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(A) the Governor;

(B) the State educational agency;

(C) the State agency officials responsible for economic development;

(D) the State agency officials responsible for employment;

(E) the State agency officials responsible for job training;

(F) the State agency officials responsible for postsecondary education;

(G) the State agency officials responsible for vocational education;

(H) the State agency officials responsible for vocational rehabilitation;

(I) the individual assigned by the State under section 111(b)(1) of the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2321(b)(1));

(J) other appropriate officials, including the State human resource investment council established in accordance with title VII of the Job Training Partnership Act (29 U.S.C. 1792 et seq.), if the State has established such a council; and

(K) representatives of the private sector; will collaborate in the planning and development of the statewide School-to-Work Opportunities system;

(3) a description of the manner in which the State has obtained and will continue to obtain the active and continued participation, in the planning and development of the statewide School-to-Work Opportunities system, of employers and other interested parties, such as locally elected officials, secondary schools and postsecondary educational institutions (or related agencies), business associations, industrial extension centers, employees, labor organizations or associations of such organizations, teachers, related services personnel, students, parents, community-based organizations, rehabilitation agencies and organizations, Indian tribes, registered apprenticeship agencies, vocational educational agencies, vocational student organizations, and human service agencies;

(4) a description of the manner in which the State will coordinate planning activities with any local school-to-work programs, including programs funded under title III, if any;

(5) a designation of a fiscal agent to receive and be accountable for funds provided from a grant under section 202; and

(6) a description of how the State will provide opportunities for students from low-income families, low-achieving students, students with limited-English proficiency, students with disabilities, students living in rural communities with low population densities, school dropouts, and academically talented students to participate in School-to-Work Opportunities programs.

(c) Coordination With Goals 2000: Educate America Act.--A State seeking assistance under both this subtitle and the Goals 2000: Educate America Act may--

(1) submit a single application containing plans that meet the requirements of such subtitle and such Act and ensure that the plans are coordinated and not duplicative; or

(2) if such State has already submitted its application for funds under the Goals 2000: Educate America Act, submit its application under this subtitle as an amendment to the Goals 2000: Educate America Act application if such amendment meets the requirements of this subtitle and is coordinated with and not duplicative of the Goals 2000: Educate America Act application.

SEC. 204. APPROVAL OF APPLICATION.

The Secretaries may approve an application submitted by a State under section 203 only if the State demonstrates in such application that the activities proposed to be undertaken by the State to develop a statewide School-to-Work Opportunities system are consistent with the State improvement plan for the State, if any, under the Goals 2000: Educate America Act.

SEC. 205. USE OF AMOUNTS.

The Secretaries may not provide a development grant under section 202 to a State unless the State agrees that the State will use all amounts received from such grant for activities to develop a statewide School-to-Work Opportunities system, which may include--

(1) identifying or establishing an appropriate State structure to administer the statewide School-to-Work Opportunities system;

(2) identifying secondary and postsecondary school-to-work programs in existence on or after the date of the enactment of this Act that might be incorporated into such system;

(3) identifying or establishing broad-based partnerships among employers, labor, education, government, and other community-based organizations and parent organizations to participate in the design, development, and administration of School-to-Work Opportunities programs;

(4) developing a marketing plan to build consensus and support for such programs;

(5) promoting the active involvement of business (including small- and medium-sized businesses) in planning, developing, and implementing local School-to-Work Opportunities programs, and in establishing partnerships between business and elementary schools and secondary schools (including middle schools);

(6) identifying ways that local school-to-work programs in existence on or after the date of the enactment of this Act could be coordinated with the statewide School-to-Work Opportunities system;

(7) supporting local planning and development activities to provide guidance, training and technical assistance for teachers, employers, mentors, counselors, administrators, and others in the development of School-to-Work Opportunities programs;

(8) identifying or establishing mechanisms for providing training and technical assistance to enhance the development of the statewide School-to-Work Opportunities system;

(9) developing a training and technical support system for teachers, employers, mentors, counselors, related services personnel, and others that includes specialized training and technical support for the counseling and training of women, minorities, and individuals with disabilities for high-skill, high-wage careers in nontraditional employment; 65

(10) initiating pilot programs for testing key components of the program design of programs under the statewide School-to-Work Opportunities system;

(11) developing a State process for issuing skill certificates that is, to the extent feasible, consistent with the skill standards certification systems endorsed under the National Skill Standards Act of 1994;

(12) designing challenging curricula, in cooperation with representatives of local partnerships, that take into account the diverse learning needs and abilities of the student population served by the statewide School-to-Work Opportunities system;

(13) developing a system for labor market analysis and strategic planning for local targeting of industry sectors or broad occupational clusters that can provide students with placements in high-skill workplaces;

(14) analyzing the post-high school employment experiences of recent high school graduates and school dropouts;

(15) preparing the plan described in section 213(d);

(16) working with localities to develop strategies to recruit and retain all students in programs under this Act through collaborations with community-based organizations, where appropriate, and other entities with expertise in working with such students;

(17) coordinating recruitment of out-of-school, at-risk, and disadvantaged youths with those organizations and institutions that have a successful history of working with such youths; and

(18) providing technical assistance to rural areas in planning, developing, and implementing local School-to-Work Opportunities programs that meet the needs of rural communities with low population densities.

SEC. 206. MAINTENANCE OF EFFORT.

(a) In General.--A State may receive a development grant under section 202 for a fiscal year only if the State provides assurances, satisfactory to the Secretaries, that--

(1) the amount of State funds expended per student by the State for school-to-work activities of the type described in title I for the preceding fiscal year was not less than 90 percent of the amount so expended for the second preceding fiscal year; or

(2) the aggregate amount of State funds expended by the State for such activities for the preceding fiscal year was not less than 90 percent of the amount so expended for the second preceding fiscal year.

(b) Waiver.--

(1) Determination.--The Secretaries may jointly waive the

requirements described in subsection (a) for a State that requests⁶⁶ such a waiver if the Secretaries determine that such a waiver would be equitable due to--

(A) exceptional or uncontrollable circumstances such as a natural disaster; or

(B) a precipitous decline in the financial resources of the State.

(2) Request.--To be eligible to receive such a waiver, a State shall submit a request at such time, in such form, and containing such information as the Secretaries may require.

SEC. 207. REPORTS.

The Secretaries may not provide a development grant under section 202 to a State unless the State agrees that the State will submit to the Secretaries such reports as the Secretaries may reasonably require, relating to the use of amounts from such grant, except that the Secretaries may not require more than 1 such report during any 3-month period.

Subtitle B--State Implementation Grants *****

SEC. 211. PURPOSE.

The purpose of this subtitle is to assist States in the implementation of comprehensive statewide School-to-Work Opportunities systems.

SEC. 212. AUTHORIZATION.

(a) Grants to States.--On the application of the Governor on behalf of a State in accordance with section 213, the Secretaries may provide an implementation grant to the State in such amounts as the Secretaries determine to be necessary to enable such State to implement a comprehensive statewide School-to-Work Opportunities system.

(b) Grants to Territories.--In providing grants under this section to the Commonwealth of the Northern Mariana Islands, American Samoa, Guam, the Virgin Islands, the Federated States of Micronesia, the Republic of the Marshall Islands, or the Republic of Palau, the Secretaries shall use amounts reserved under section 605(b)(1).

(c) Period of Grant.--The provision of payments under a grant under subsection (a) shall not exceed 5 fiscal years and shall be subject to the annual approval of the Secretaries and subject to the availability of appropriations for the fiscal year involved to make the payments.

(d) Limitation.--A State shall be eligible to receive only 1 implementation grant under subsection (a).

SEC. 213. APPLICATION.

(a) In General.--

(1) Submission by governor on behalf of state.--Subject to paragraph (2), the Secretaries may not provide an implementation grant under section 212 to a State unless the Governor of the State, on behalf of the State, submits to the Secretaries an application, at such time, in such form, and containing such information as the Secretaries may reasonably require. 67

(2) Review and comment by certain individuals and entities.--If, after a reasonable effort, the Governor is unable in accordance with subsection (d)(4) to obtain the support of the individuals and entities described in subparagraphs (A) through (J) of subsection (b)(4) for the State plan described in subsection (d), then the Governor shall--

(A) provide such individuals and entities with copies of such application;

(B) allow such individuals and entities to submit to the Governor, not later than the end of the 30-day period beginning on the date on which the Governor provides such individuals and entities with copies of such application under subparagraph (A), comments on those portions of the plan that address matters that, under State or other applicable law, are under the jurisdiction of such individuals or entities; and

(C) include any such comments in the application in accordance with subsection (b)(5).

(b) Contents.--Such application shall include--

(1) a plan for a comprehensive, statewide School-to-Work Opportunities system that meets the requirements of subsection (d);

(2) a description of the manner in which the State will allocate funds made available through such a grant to local partnerships under section 215(b)(7);

(3) a request, if the State decides to submit such a request, for 1 or more waivers of certain statutory or regulatory requirements, as provided for under title V;

(4) a description of the manner in which--

(A) the Governor;

(B) the State educational agency;

(C) the State agency officials responsible for economic development;

(D) the State agency officials responsible for employment;

(E) the State agency officials responsible for job training;

(F) the State agency officials responsible for postsecondary education;

(G) the State agency officials responsible for vocational education;

(H) the State agency officials responsible for vocational rehabilitation;

(I) the individual assigned for the State under section 111(b)(1) of the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2321(b)(1));

(J) other appropriate officials, including the State human resource investment council established in accordance with title VII of the Job Training Partnership Act (29 U.S.C. 1792 et seq.), if the State has established such a council; and

(K) representatives of the private sector; collaborated in the development of the application;

(5) the comments submitted to the Governor under subsection (a)(2), where applicable; and

(6) such other information as the Secretaries may require.

(c) Coordination With Goals 2000: Educate America Act.--A State seeking assistance under both this subtitle and the Goals 2000: Educate America Act may--

(1) submit a single application containing plans that meet the requirements of such subtitle and such Act and ensure that the plans are coordinated and not duplicative; or

(2) if such State has already submitted its application for funds under the Goals 2000: Educate America Act, submit its application under this subtitle as an amendment to the Goals 2000: Educate America Act application if such amendment meets the requirements of this subtitle and is coordinated with and not duplicative of the Goals 2000: Educate America Act application.

(d) State Plan.--A State plan referred to in subsection (b)(1) shall--

(1) designate the geographical areas, including urban and rural areas, to be served by local partnerships that receive grants under section 215(b), which geographic areas shall, to the extent feasible, reflect local labor market areas;

(2) describe the manner in which the State will stimulate and support local School-to-Work Opportunities programs and the manner in which the statewide School-to-Work Opportunities system will be expanded over time to cover all geographic areas in the State, including urban and rural areas;

(3) describe the procedure by which the individuals and entities described in subsection (b)(4) will collaborate in the implementation of the School-to-Work Opportunities system;

(4) demonstrate the support of individuals and entities described in subparagraphs (A) through (J) of subsection (b)(4) for the plan, except in the case where the Governor is unable to obtain the support of such individuals and entities as provided in subsection (a)(2);

(5) describe the manner in which the State has obtained and will continue to obtain the active and continued involvement, in the statewide School-to-Work Opportunities system, of employers and other interested parties such as locally elected officials, secondary schools and postsecondary educational institutions (or related agencies), business associations, industrial extension centers, employees, labor organizations or associations of such organizations, teachers, related services personnel, students, parents, community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, local vocational educational agencies, vocational student organizations, State or regional cooperative education associations, and human service agencies;

(6) describe the manner in which the statewide School-to-Work Opportunities system will coordinate with or integrate local school-to-work programs in existence on or after the date of the enactment of this Act, including programs financed from State and private sources, with funds available from such related Federal programs as programs under--

- (A) the Adult Education Act (20 U.S.C. 1201 et seq.);
- (B) the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.);
- (C) the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2701 et seq.);
- (D) the Higher Education Act of 1965 (20 U.S.C. 1001 et seq.);
- (E) part F of title IV of the Social Security Act (42 U.S.C. 681 et seq.);
- (F) the Goals 2000: Educate America Act;
- (G) the National Skills Standards Act of 1994;
- (H) the Individuals with Disabilities Education Act (20 U.S.C. 1400 et seq.);
- (I) the Job Training Partnership Act (29 U.S.C. 1501 et seq.);
- (J) the Act of August 16, 1937 (commonly known as the "National Apprenticeship Act"; 50 Stat. 664, chapter 663; 29 U.S.C. 50 et seq.);
- (K) the Rehabilitation Act of 1973 (29 U.S.C. 701 et seq.); and
- (L) the National and Community Service Act of 1990 (42 U.S.C. 12501 et seq.);

(7) describe the strategy of the State for providing training for teachers, employers, mentors, counselors, related services personnel, and others, including specialized training and technical support for the counseling and training of women, minorities, and individuals with disabilities for high-skill, high-wage careers in nontraditional employment, and provide assurances of coordination with similar training and technical support under other provisions of law;

(8) describe how the State will adopt, develop, or assist local partnerships to adopt or develop model curricula and innovative instructional methodologies, to be used in the secondary, and where possible, the elementary grades, that integrate academic and vocational learning and promote career awareness, and that are consistent with academic and skill standards established pursuant to the Goals 2000: Educate America Act and the National Skill Standards Act of 1994;

(9) describe how the State will expand and improve career and academic counseling in the elementary and secondary grades, which may include linkages to career counseling and labor market information services outside of the school system;

(10) describe the strategy of the State for integrating academic and vocational education;

(11) describe the resources, including private sector resources, the State intends to employ in maintaining the statewide School-to-Work Opportunities system when funds under this Act are no longer available;

(12) describe the extent to which the statewide School-to-Work Opportunities system will include programs that will require paid high-quality, work-based learning experiences, and the steps the State will take to generate such paid experiences;

(13) describe the manner in which the State will ensure effective and meaningful opportunities for all students in the State to participate in School-to-Work Opportunities programs;

(14) describe the goals of the State and the methods the State will use, such as awareness and outreach, to ensure opportunities for young women to participate in School-to-Work Opportunities programs in a manner that leads to employment in high-performance, high-paying jobs, including nontraditional employment, and goals to ensure an environment free from racial and sexual harassment;

(15) describe how the State will ensure opportunities for low achieving students, students with disabilities, school dropouts, and academically talented students to participate in School-to-Work Opportunities programs;

(16) describe the process of the State for assessing the skills and knowledge required in career majors, and the process for awarding skill certificates that is, to the extent feasible, consistent with the skills standards certification systems endorsed under the National Skill Standards Act of 1994;

(17) describe the manner in which the State will ensure that students participating in the programs are provided, to the greatest extent possible, with flexibility to develop new career goals over time and to change career majors;

(18) describe the manner in which the State will, to the extent feasible, continue programs funded under title III in the statewide School-to-Work Opportunities system;

(19) describe how the State will serve students from rural communities with low population densities;

(20) describe how local School-to-Work Opportunities programs, including those funded under title III, if any, will be integrated into the statewide School-to-Work Opportunities system;

(21) describe the performance standards that the State intends to meet in establishing and carrying out the statewide School-to-Work Opportunities system, including how such standards relate to those performance standards established under other related programs;

(22) designate a fiscal agent to receive and be accountable for funds provided from a grant under section 212; and

(23) describe the procedures to facilitate the entry of students participating in a School-to-Work Opportunities program into additional training or postsecondary education programs, as well as to facilitate the transfer of the students between education and training programs.

SEC. 214. REVIEW OF APPLICATION.

(a) Considerations.--In evaluating applications submitted under section 213, the Secretaries shall-- 71

(1) give priority to applications that describe the highest levels of concurrence by the individuals and entities described in section 213(b)(4) with the State plan for the statewide School-to-Work Opportunities system;

(2) give priority to applications that require paid, high-quality work-based learning experiences as an integral part of such system; and

(3) take into consideration the quality of the application, including the replicability, sustainability, and innovation of School-to-Work Opportunities programs described in the application.

(b) Approval Criteria.--The Secretaries--

(1) shall approve only those applications submitted under section 213 that demonstrate the highest levels of collaboration by the individuals and entities described in section 213(b)(4) in the development and implementation of the statewide School-to-Work system;

(2) shall approve an application submitted under section 213 only if the State provides the assurances described in section 206(a) (relating to maintenance of effort) in accordance with such section, except that this requirement may be waived in accordance with section 206(b); and

(3) may approve an application submitted under section 213 only if the State demonstrates in the application--

(A) that other Federal, State, and local resources will be used to implement the proposed State plan;

(B) the extent to which such plan would limit administrative costs and increase amounts spent on delivery of services to students enrolled in programs under this Act;

(C) that the State, where appropriate, will ensure the establishment of a partnership in at least 1 urban and 1 rural area in the State; and

(D) that the State plan contained in such application is consistent with the State improvement plan for the State, if any, under the Goals 2000: Educate America Act.

(c) Actions.--

(1) In general.--In reviewing each application submitted under section 213, the Secretaries shall determine whether the application and the plan described in such application meet the approval criteria in subsection (b).

(2) Actions after affirmative determination.--If the determination under paragraph (1) is affirmative, the Secretaries may take 1 or more of the following actions:

(A) Provide an implementation grant under section 212 to the State submitting the application.

(B) Approve the request of the State, if any, for a waiver in accordance with the procedures set forth in title V.

(3) Action after nonaffirmative determination.--If the

determination under paragraph (1) is not affirmative, the Secretaries shall inform the State of the opportunity to apply for development funds under subtitle A in accordance with such subtitle. 72

(d) Use of Funds for Review of Applications.--The Secretaries may use amounts reserved under section 605(b)(4) for the review of applications submitted under section 213.

SEC. 215. USE OF AMOUNTS.

(a) In General.--The Secretaries may not provide an implementation grant under section 212 to a State unless the State agrees that the State will use all amounts received from such grant to implement the statewide School-to-Work Opportunities system in accordance with this section.

(b) Subgrants to Local Partnerships.--

(1) Authority.--

(A) In general.--Except as provided in subparagraph (B), the State shall provide subgrants to local partnerships, according to criteria established by the State, for the purpose of carrying out School-to-Work Opportunities programs.

(B) Prohibition.--The State shall not provide subgrants to local partnerships that have received implementation grants under title III, except that this prohibition shall not apply with respect to local partnerships that are located in high poverty areas, as such term is defined in section 307.

(2) Application.--A local partnership that seeks a subgrant to carry out a local School-to-Work Opportunities program, including a program initiated under section 302, shall submit an application to the State that--

(A) describes how the program will include the program components described in sections 102, 103, and 104 and otherwise meet the requirements of this Act;

(B) sets forth measurable program goals and outcomes;

(C) describes the local strategies and timetables of the local partnership to provide opportunities for all students in the area served to participate in a School-to-Work Opportunities program;

(D) describes the extent to which the program will require paid high-quality, work-based learning experiences, and the steps the local partnerships will take to generate such paid experiences;

(E) describes the process that will be used to ensure employer involvement in the development and implementation of the local School-to-Work Opportunities program;

(F) provides assurances that, to the extent practicable, opportunities provided to students to participate in a School-to-Work Opportunities program will be in industries and occupations offering high-skill, high-wage employment opportunities;

(G) provides such other information as the State may require; and

(H) is submitted at such time and in such form as the State

(3) Disapproval of application.--If the State determines that an application submitted by a local partnership does not meet the criteria under paragraph (2), or that the application is incomplete or otherwise unsatisfactory, the State shall--

(A) notify the local partnership of the reasons for the failure to approve the application; and

(B) permit the local partnership to resubmit a corrected or amended application.

(4) Allowable activities.--A local partnership shall expend funds provided through subgrants under this subsection only for activities undertaken to carry out local School-to-Work Opportunities programs, and such activities may include, for each such program--

(A) recruiting and providing assistance to employers, including small- and medium-size businesses, to provide the work-based learning components described in section 103;

(B) establishing consortia of employers to support the School-to-Work Opportunities program and provide access to jobs related to the career majors of students;

(C) supporting or establishing intermediaries (selected from among the members of the local partnership) to perform the activities described in section 104 and to provide assistance to students or school dropouts in obtaining jobs and further education and training;

(D) designing or adapting school curricula that can be used to integrate academic, vocational, and occupational learning, school-based and work-based learning, and secondary and postsecondary education for all students in the area served;

(E) providing training to work-based and school-based staff on new curricula, student assessments, student guidance, and feedback to the school regarding student performance;

(F) establishing, in schools participating in the School-to-Work Opportunities program, a graduation assistance program to assist at-risk students, low-achieving students, and students with disabilities, in graduating from high school, enrolling in postsecondary education or training, and finding or advancing in jobs;

(G) providing career exploration and awareness services, counseling and mentoring services, college awareness and preparation services, and other services (beginning at the earliest possible age, but not later than the 7th grade) to prepare students for the transition from school to work;

(H) providing supplementary and support services, including child care and transportation, when such services are necessary for participation in a local School-to-Work Opportunities program;

(I) conducting or obtaining an in-depth analysis of the local labor market and the generic and specific skill needs of employers to identify high-demand, high-wage careers to target;

(J) integrating school-based and work-based learning into job training programs that are for school dropouts and that are in existence on or after the date of the enactment of this Act;

(K) establishing or expanding school-to-apprenticeship programs in cooperation with registered apprenticeship agencies and apprenticeship sponsors;

(L) assisting participating employers, including small- and medium-size businesses, to identify and train workplace mentors and to develop work-based learning components;

(M) promoting the formation of partnerships between elementary schools and secondary schools (including middle schools) and local businesses as an investment in future workplace productivity and competitiveness;

(N) designing local strategies to provide adequate planning time and staff development activities for teachers, school counselors, related services personnel, and school site mentors, including opportunities outside the classroom that are at the worksite;

(O) enhancing linkages between after-school, weekend, and summer jobs, career exploration, and school-based learning; and

(P) obtaining the assistance of organizations and institutions that have a history of success in working with school dropouts and at-risk and disadvantaged youths in recruiting such school dropouts and youths to participate in the local School-to-Work Opportunities program.

(5) Local partnership compact.--The State may not provide a subgrant under paragraph (1) to a local partnership unless the partnership agrees that the local partnership will establish a process by which the responsibilities and expectations of students, parents, employers, and schools are clearly established and agreed upon at the point of entry of the student into a career major program of study.

(6) Administrative costs.--The local partnership may not use more than 10 percent of amounts received from a subgrant under paragraph (1) for any fiscal year for administrative costs associated with activities in carrying out, but not including, activities under paragraphs (4) and (5) for such fiscal year.

(7) Allocation requirements.--

(A) First year.--In the 1st fiscal year for which a State receives amounts from a grant under section 212, the State shall use not less than 70 percent of such amounts to provide subgrants to local partnerships under paragraph (1).

(B) Second year.--In the 2d fiscal year for which a State receives amounts from a grant under section 212, the State shall use not less than 80 percent of such amounts to provide subgrants to local partnerships under paragraph (1).

(C) Third year and succeeding years.--In the 3d fiscal year for which a State receives amounts from a grant under section 212, and in each succeeding year, the State shall use not less than 90 percent of such amounts to provide subgrants to local partnerships under paragraph (1).

(c) Additional State Activities.--In carrying out the statewide School-to-Work Opportunities system, the State may also--

(1) recruit and provide assistance to employers to provide work-based learning for all students;

(2) conduct outreach activities to promote and support collaboration, in School-to-Work Opportunities programs, by businesses, labor organizations, and other organizations;

(3) provide training for teachers, employers, workplace mentors, school site mentors, counselors, related services personnel, and other parties;

(4) provide labor market information to local partnerships that is useful in determining which high-skill, high-wage occupations are in demand;

(5) design or adapt model curricula that can be used to integrate academic, vocational, and occupational learning, school-based and work-based learning, and secondary and postsecondary education, for all students in the State;

(6) design or adapt model work-based learning programs and identify best practices for such programs;

(7) conduct outreach activities and provide technical assistance to other States that are developing or implementing School-to-Work Opportunities systems;

(8) reorganize and streamline school-to-work programs in the State to facilitate the development of a comprehensive statewide School-to-Work Opportunities system;

(9) identify ways that local school-to-work programs in existence on or after the date of the enactment of this Act could be integrated with the statewide School-to-Work Opportunities system;

(10) design career awareness and exploration activities (beginning at the earliest possible age, but not later than the 7th grade), such as job shadowing, job site visits, school visits by individuals in various occupations, and mentoring;

(11) design and implement school-sponsored work experiences, such as school-sponsored enterprises and community development projects;

(12) promote the formation of partnerships between elementary schools and secondary schools (including middle schools) and local businesses as an investment in future workplace productivity and competitiveness;

(13) obtain the assistance of organizations and institutions that have a history of success in working with school dropouts and at-risk and disadvantaged youths in recruiting such school dropouts and youths to participate in the statewide School-to-Work Opportunities system;

(14) conduct outreach to all students in a manner that most appropriately meets their needs and the needs of their communities; and

(15) provide career exploration and awareness services, counseling and mentoring services, college awareness and preparation services, and other services (beginning at the earliest possible age, but not later than the 7th grade) to prepare students for the transition from school to work.

SEC. 216. ALLOCATION REQUIREMENT.

The Secretaries shall establish the minimum and maximum amounts available for an implementation grant under section 212, and shall determine the actual amount granted to any State under such section, based on such criteria as the scope and quality of the plan described in section 213(d) and the number of projected participants in programs carried out through the system.

SEC. 217. LIMITATION ON ADMINISTRATIVE COSTS.

A State that receives an implementation grant under section 212 may not use more than 10 percent of the amounts received through the grant for any fiscal year for administrative costs associated with implementing the statewide School-to-Work Opportunities system for such fiscal year.

SEC. 218. REPORTS.

The Secretaries may not provide an implementation grant under section 212 to a State unless the State agrees that the State will submit to the Secretaries such reports as the Secretaries may reasonably require, relating to the use of amounts from such grant, except that the Secretaries may not require more than 1 such report during any 3-month period.

Subtitle C--Development and Implementation Grants for School-to-Work Programs for Indian Youths

SEC. 221. AUTHORIZATION.

(a) In General.--From amounts reserved under section 605(b)(2), the Secretaries shall provide grants to establish and carry out School-to-Work Opportunities programs for Indian youths that involve Bureau funded schools (as defined in section 1139(3) of the Education Amendments of 1978 (25 U.S.C. 2019(3))).

(b) Additional Authorities.--The Secretaries may carry out subsection (a) through such means as the Secretaries find appropriate, including--

(1) the transfer of funds to the Secretary of the Interior;
and

(2) the provision of financial assistance to Indian tribes and Indian organizations.

SEC. 222. REQUIREMENTS.

In providing grants under section 221, the Secretaries shall require recipients of such grants to comply with requirements similar to those requirements imposed on States under subtitles A and B of this title.

***** TITLE III--FEDERAL IMPLEMENTATION GRANTS TO LOCAL PARTNERSHIPS *****

SEC. 301. PURPOSES.

The purposes of this title are--

(1) to authorize the Secretaries to provide competitive grants directly to local partnerships in order to provide funding for communities that have built a sound planning and development base for School-to-Work Opportunities programs and are ready to begin implementing a local School-to-Work Opportunities program; and

(2) to authorize the Secretaries to provide competitive grants to local partnerships to implement School-to-Work Opportunities programs in high poverty areas of urban and rural communities to provide support for a comprehensive range of education, training, and support services for youths residing in such areas.

SEC. 302. AUTHORIZATION.

(a) Grants to Local Partnerships.--

(1) In general.--Subject to paragraph (2), the Secretaries may provide implementation grants, in accordance with competitive criteria established by the Secretaries, directly to local partnerships in States in such amounts as the Secretaries determine to be necessary to enable such partnerships to implement School-to-Work Opportunities programs.

(2) Restrictions.--A local partnership--

(A) shall be eligible to receive only 1 grant under this subsection; and

(B) shall not be eligible to receive a grant under this subsection if such partnership is located in a State that--

(i) has been provided an implementation grant under section 212; and

(ii) has received amounts from such grant for any fiscal year after the 1st fiscal year under such grant.

(b) Grants to Local Partnerships in High Poverty Areas.--

(1) In general.--Subject to paragraphs (2) and (3), the Secretaries shall, from amounts reserved under section 605(b)(3), provide grants to local partnerships that are located in high poverty areas in States in such amounts as the Secretaries determine to be necessary to enable such partnerships to implement School-to-Work Opportunities programs in such areas.

(2) Restriction.--A local partnership shall be eligible to receive only 1 grant under this subsection.

(3) Priority.--In providing grants under paragraph (1), the Secretaries shall give priority to local partnerships that have a demonstrated effectiveness in the delivery of comprehensive vocational preparation programs with successful rates in job placement through cooperative activities among local educational agencies, local businesses, labor organizations, and other organizations.

(c) Period of Grant.--The provision of payments under a grant under subsection (a) or (b) shall not exceed 5 fiscal years and shall be subject to the annual approval of the Secretaries and subject to the availability of appropriations for the fiscal year involved to make the payments.

SEC. 303. APPLICATION.

(a) In General.--A local partnership that desires to receive a Federal implementation grant under section 302 shall submit an application to the Secretaries at such time and in such form as the Secretaries may require. The local partnership shall submit the application to the State for review and comment before submitting the application to the Secretaries.

(b) Time Limit for State Review and Comment.--

(1) In general.--The State shall provide for review and comment on the application under subsection (a) not later than 30 days after the date on which the State receives the application from the local partnership.

(2) Submission without state review and comment.--If the State does not provide review and comment within the 30-day time period specified in paragraph (1), the local partnership may submit the application to the Secretaries without first obtaining such review and comment.

(c) Contents.--The application described in subsection (a) shall include a plan for local School-to-Work Opportunities programs that--

(1) describes the manner in which the local partnership will meet the requirements of this Act;

(2) includes the comments of the State on the plan, if any;

(3) contains information that is consistent with the information required to be submitted as part of a State plan in accordance with paragraphs (5) through (17) and paragraph (23) of section 213(d);

(4) designates a fiscal agent to receive and be accountable for funds under this section; and

(5) provides such other information as the Secretaries may require.

(d) Use of Funds for Review of Applications.--The Secretaries may use amounts reserved under section 605(b)(4) for the review of applications submitted under subsection (a).

SEC. 304. USE OF AMOUNTS.

The Secretaries may not provide an implementation grant under section 302 to a local partnership unless the partnership agrees that it will use all amounts from such grant to carry out activities to implement a School-to-Work Opportunities program, including the activities described in section 215(b)(4).

SEC. 305. CONFORMITY WITH APPROVED STATE PLAN.

The Secretaries shall not provide a grant under section 302 to a local partnership in a State that has an approved State plan unless the Secretaries determine, after consultation with the State, that the plan submitted by the partnership is in accordance with such approved State plan.

SEC. 306. REPORTS.

The Secretaries may not provide an implementation grant under section 302 to a local partnership unless the partnership agrees that the local partnership will submit to the Secretaries such reports as the Secretaries may reasonably require, relating to the use of amounts from such grant, except that the Secretaries may not require more than 1 such report during any 3-month period.

SEC. 307. HIGH POVERTY AREA DEFINED.

For purposes of this title, the term "high poverty area" means an urban census tract, a contiguous group of urban census tracts, a block number area in a nonmetropolitan county, a contiguous group of block number areas in a nonmetropolitan county, or an Indian reservation (as defined in section 403(9) of the Indian Child Protection and Family Violence Prevention Act (25 U.S.C. 3202(9))), with a poverty rate of 20 percent or more among individuals who have not attained the age of 22, as determined by the Bureau of the Census.

 TITLE IV--NATIONAL PROGRAMS

SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.

(a) In General.--The Secretaries shall conduct research and development projects and establish a program of experimental and demonstration projects, to further the purposes of this Act.

(b) Additional Use of Funds.--The Secretaries may provide assistance for programs or services authorized under any other provision of this Act that are most appropriately administered at the national level and that will operate in, or benefit, more than 1 State.

SEC. 402. PERFORMANCE OUTCOMES AND EVALUATION.

(a) In General.--The Secretaries, in collaboration with the States, shall by grant, contract, or otherwise, establish a system of performance measures for assessing State and local programs regarding--

(1) progress in the development and implementation of State plans described in section 213(d) that include the basic program components described in sections 102, 103, and 104 and otherwise meet the requirements of title I;

(2) participation in School-to-Work Opportunities programs by employers, schools, students, and school dropouts, including information on the gender, race, ethnicity, socioeconomic background, limited-English proficiency, and disability of all participants and whether the participants are academically talented students;

(3) progress in developing and implementing strategies for addressing the needs of students and school dropouts;

(4) progress in meeting the goals of the State to ensure opportunities for young women to participate in School-to-Work

Opportunities programs, including participation in nontraditional employment through such programs; 80

(5) outcomes for participating students and school dropouts, by gender, race, ethnicity, socioeconomic background, limited-English proficiency, and disability of the participants, and whether the participants are academically talented students, including information on--

(A) academic learning gains;

(B) staying in school and attaining--

(i) a high school diploma, or a general equivalency diploma, or an alternative diploma or certificate for those students with disabilities for whom such alternative diploma or certificate is appropriate;

(ii) a skill certificate; and

(iii) a postsecondary degree;

(C) attainment of strong experience in and understanding of all aspects of the industry the students are preparing to enter;

(D) placement and retention in further education or training, particularly in the career major of the student; and

(E) job placement, retention, and earnings, particularly in the career major of the student; and

(6) the extent to which the program has met the needs of employers.

(b) Evaluation.--Not later than September 30, 1998, the Secretaries shall complete a national evaluation of School-to-Work Opportunities programs funded under this Act by grants, contracts, or otherwise, that will track and assess the progress of implementation of State and local programs and their effectiveness based on measures such as those measures described in subsection (a).

(c) Reports to the Secretaries.--

(1) In general.--Each State shall prepare and submit to the Secretaries periodic reports, at such intervals as the Secretaries may determine, containing information regarding the matters described in paragraphs (1) through (6) of subsection (a).

(2) Federal programs.--Each State shall prepare and submit reports to the Secretaries, at such intervals as the Secretaries may determine, containing information on the extent to which Federal programs that are in existence on the date of submission of the report and that are implemented at the State or local level may be duplicative, outdated, overly restrictive, or otherwise counterproductive to the development of comprehensive statewide School-to-Work Opportunities systems.

SEC. 403. TRAINING AND TECHNICAL ASSISTANCE.

(a) Purpose.--The Secretaries shall work in cooperation with the States, the individuals assigned under section 111(b)(1) of the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2321(b)(1)), employers and their associations, secondary schools and postsecondary educational institutions, student and

teacher organizations, labor organizations, and community-based 81 organizations, to increase their capacity to develop and implement effective School-to-Work Opportunities programs.

(b) Authorized Activities.--The Secretaries shall provide, through grants, contracts, or otherwise--

(1) training, technical assistance, and other activities that will--

(A) enhance the skills, knowledge, and expertise of the personnel involved in planning and implementing State and local School-to-Work Opportunities programs, such as training of the personnel to assist students; and

(B) improve the quality of services provided to individuals served under this Act;

(2) assistance to States and local partnerships involved in carrying out School-to-Work Opportunities programs in order to integrate resources available under this Act with resources available under other Federal, State, and local authorities;

(3) assistance to States and such local partnerships, including local partnerships in rural communities with low population densities or in urban areas, to recruit employers to provide the work-based learning component, described in section 103, of School-to-Work Opportunities programs; and

(4) assistance to States and local partnerships involved in carrying out School-to-Work Opportunities programs to design and implement school-sponsored enterprises.

SEC. 404. CAPACITY BUILDING AND INFORMATION AND DISSEMINATION NETWORK.

The Secretaries, acting through such mechanisms as the Capacity Building and Information and Dissemination Network established under section 453(b) of the Job Training Partnership Act (29 U.S.C. 1733(b)), the Educational Resources Information Center Clearinghouses referred to in the Educational Research, Development, Dissemination, and Improvement Act of 1994, and the National Network for Curriculum Coordination in Vocational and Technical Education under section 402(c) of the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2402(c)), shall--

(1) collect and disseminate information--

(A) on successful School-to-Work Opportunities programs and innovative school- and work-based curricula;

(B) on research and evaluation conducted concerning school-to-work activities;

(C) that will assist States and local partnerships in undertaking labor market analysis, surveys, or other activities related to economic development;

(D) on skill certificates, skill standards, and related assessment technologies; and

(E) on methods for recruiting and building the capacity of employers to provide work-based learning opportunities; and

(2) facilitate communication and the exchange of information⁸² and ideas among States and local partnerships carrying out School-to-Work Opportunities programs.

SEC. 405. REPORTS TO CONGRESS.

(a) In General.--Not later than 24 months after the date of the enactment of this Act, and every 12 months thereafter, the Secretaries shall prepare and submit a report to the Congress on all activities carried out pursuant to this Act.

(b) Contents.--The Secretaries shall, at a minimum, include in each such report--

(1) information concerning the programs that receive assistance under this Act;

(2) a summary of the information contained in the State and local partnership reports submitted under titles II and III and section 402(c); and

(3) information regarding the findings and actions taken as a result of any evaluation conducted by the Secretaries.

SEC. 406. FUNDING.

The Secretaries shall use funds reserved under section 605(b)(4) to carry out activities under this title.

TITLE V--WAIVER OF STATUTORY AND REGULATORY REQUIREMENTS

SEC. 501. STATE AND LOCAL PARTNERSHIP REQUESTS AND RESPONSIBILITIES FOR WAIVERS.

(a) State Request for Waiver.--A State may submit to the Secretaries a request for a waiver of 1 or more requirements of the provisions of law referred to in sections 502 and 503, or of the regulations issued under such provisions, in order to carry out the statewide School-to-Work Opportunities system established by such State under subtitle B of title II. The State may submit the request as a part of the application described in section 213 (or as an amendment to the application at any time after submission of the application). Such request may include a request for different waivers with respect to different areas within the State.

(b) Local Partnership Request for Waiver.--

(1) In general.--A local partnership that seeks a waiver of such a requirement shall submit an application for such waiver to the State, and the State shall determine whether to submit a request for a waiver to the Secretaries, as provided in subsection (a).

(2) Time limit.--

(A) In general.--The State shall make a determination to submit or not submit the request for a waiver under paragraph (1) not later than 30 days after the date on which the State receives the application from the local partnership.

(B) Direct submission.--

(i) In general.--If the State does not make a determination to submit or not submit the request within the 30-day time period specified in subparagraph (A), the local partnership may submit the application to the Secretaries.

(ii) Requirements.--In submitting such an application, the local partnership shall obtain the agreement of the State involved to comply with the requirements of section 502(a)(1)(C) or 503(a)(1)(C), as appropriate, and comply with the other requirements of section 502 or 503, as appropriate, and of subsections (c) and (d), that would otherwise apply to a State submitting a request for a waiver. In reviewing such an application, the Secretaries shall comply with the requirements of such section and such subsections that would otherwise apply to the Secretaries with respect to review of such a request.

(c) Waiver Criteria.--Any such request by the State shall meet the criteria contained in section 502 or 503 and shall specify the provisions or regulations referred to in such sections with respect to which the State seeks a waiver.

(d) Support by Appropriate State Agencies.--In requesting such a waiver, the State shall provide evidence of support for the waiver request by the State agencies or officials with jurisdiction over the provisions or regulations that would be waived.

SEC. 502. WAIVER AUTHORITY OF SECRETARY OF EDUCATION.

(a) Waiver Authority.--

(1) In general.--Except as provided in subsection (c), the Secretary of Education may waive any requirement under any provision of law referred to in subsection (b), or of any regulation issued under such provision, for a State that requests such a waiver and has an approved State plan--

(A) if, and only to the extent that, the Secretary of Education determines that such requirement impedes the ability of the State or a local partnership to carry out the purposes of this Act;

(B) if the State provides the Secretary of Education with documentation of the necessity for the waiver, including information concerning--

(i) the specific requirement that will be waived;

(ii) the specific positive outcomes expected from the waiver and why those outcomes cannot be achieved while complying with the requirement;

(iii) the process that will be used to monitor the progress of the State or local partnership in implementing the waiver; and

(iv) such other information as the Secretary of Education may require;

(C) if the State waives, or agrees to waive, similar requirements of State law; and

(D) if the State--

(i) has provided all local partnerships that carry out programs under this Act, and local educational agencies

participating in such a local partnership, in the State with notice and an opportunity to comment on the proposal of the State to seek a waiver;

(ii) provides, to the extent feasible, to students, parents, advocacy and civil rights groups, and labor and business organizations an opportunity to comment on the proposal of the State to seek a waiver; and

(iii) has submitted the comments of the local partnerships and local educational agencies to the Secretary of Education.

(2) Approval or disapproval.--The Secretary of Education shall promptly approve or disapprove any request submitted pursuant to paragraph (1) and shall issue a decision that shall--

(A) include the reasons for approving or disapproving the request, including a response to comments on the proposal; and

(B) in the case of a decision to approve the request, be disseminated by the State seeking the waiver to interested parties, including educators, parents, students, advocacy and civil rights organizations, labor and business organizations, and the public.

(3) Approval criteria.--In approving a request under paragraph (2), the Secretary of Education shall consider the amount of State resources that will be used to implement the approved State plan.

(4) Term.--Each waiver approved pursuant to this subsection shall be for a period not to exceed 5 years, except that the Secretary of Education may extend such period if the Secretary of Education determines that the waiver has been effective in enabling the State or local partnership to carry out the purposes of this Act.

(b) Included Programs.--The provisions subject to the waiver authority of this section are--

(1) chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2701 et seq.), including the Even Start programs carried out under part B of such chapter (20 U.S.C. 2741 et seq.);

(2) part A of chapter 2 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2921 et seq.);

(3) part A of title II of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2981 et seq.);

(4) part D of title IV of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 3121 et seq.);

(5) title V of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 3171 et seq.); and

(6) the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.).

(c) Waivers Not Authorized.--The Secretary of Education may not waive any requirement of any provision referred to in subsection (b), or of any regulation issued under such provision, relating to--

(1) the basic purposes or goals of such provision;

(2) maintenance of effort;

(3) comparability of services;

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(4) the equitable participation of students attending private schools;

(5) student and parental participation and involvement;

(6) the distribution of funds to State or local educational agencies;

(7) the eligibility of an individual for participation in a program under such provision;

(8) public health or safety, labor standards, civil rights, occupational safety and health, or environmental protection; or

(9) prohibitions or restrictions relating to the construction of buildings or facilities.

(d) Termination of Waivers.--The Secretary of Education shall periodically review the performance of any State, local partnership, or local educational agency, for which the Secretary of Education has granted a waiver under this section and shall terminate the waiver under this section if the Secretary of Education determines that the performance of the State, local partnership, or local educational agency that is affected by the waiver has been inadequate to justify a continuation of the waiver, or the State fails to waive similar requirements of State law as required or agreed to in accordance with subsection (a)(1)(C).

SEC. 503. WAIVER AUTHORITY OF SECRETARY OF LABOR.

(a) Waiver Authority.--

(1) In general.--Except as provided in subsection (b), the Secretary of Labor may waive any requirement under any provision of the Job Training Partnership Act (29 U.S.C. 1501 et seq.), or of any regulation issued under such provision, for a State that requests such a waiver and has an approved State plan--

(A) if, and only to the extent that, the Secretary of Labor determines that such requirement impedes the ability of the State or a local partnership to carry out the purposes of this Act;

(B) if the State provides the Secretary of Labor with documentation of the necessity for the waiver, including information concerning--

(i) the specific requirement that will be waived;

(ii) the specific positive outcomes expected from the waiver and why those outcomes cannot be achieved while complying with the requirement;

(iii) the process that will be used to monitor the progress of the State or local partnership in implementing the waiver; and

(iv) such other information as the Secretary of Labor may require;

(C) if the State waives, or agrees to waive, similar requirements of State law; and

(D) if the State--

(i) has provided all local partnerships that carry out 86 programs under this Act in the State with notice and an opportunity to comment on the proposal of the State to seek a waiver;

(ii) provides, to the extent feasible, to students, parents, advocacy and civil rights groups, and labor and business organizations an opportunity to comment on the proposal of the State to seek a waiver; and

(iii) has submitted the comments of the local partnerships to the Secretary of Labor.

(2) Approval or disapproval.--The Secretary of Labor shall promptly approve or disapprove any request submitted pursuant to paragraph (1) and shall issue a decision that shall--

(A) include the reasons for approving or disapproving the request, including a response to comments on the proposal; and

(B) in the case of a decision to approve the request, be disseminated by the State seeking the waiver to interested parties including educators, parents, students, advocacy and civil rights organizations, labor and business organizations, and the public.

(3) Approval criteria.--In approving a request under paragraph (2), the Secretary of Labor shall consider the amount of State resources that will be used to implement the approved State plan.

(4) Term.--Each waiver approved pursuant to this subsection shall be for a period not to exceed 5 years, except that the Secretary of Labor may extend such period if the Secretary of Labor determines that the waiver has been effective in enabling the State or local partnership to carry out the purposes of this Act.

(b) Waivers Not Authorized.--The Secretary of Labor may not waive any requirement under any provision of the Job Training Partnership Act (29 U.S.C. 1501 et seq.), or of any regulation issued under such provision, relating to--

(1) the basic purposes or goals of such provision;

(2) maintenance of effort;

(3) the distribution of funds;

(4) the eligibility of an individual for participation in a program under such provision;

(5) public health or safety, labor standards, civil rights, occupational safety and health, or environmental protection; or

(6) prohibitions or restrictions relating to the construction of buildings or facilities.

(c) Termination of Waivers.--The Secretary of Labor shall periodically review the performance of any State or local partnership for which the Secretary of Labor has granted a waiver under this section and shall terminate the waiver under this section if the Secretary of Labor determines that the performance of the State or local partnership affected by the waiver has been inadequate to justify a continuation of the waiver, or the State fails to waive similar requirements of State law as required or agreed to in accordance with subsection (a)(1)(C).

SEC. 504. COMBINATION OF FEDERAL FUNDS FOR HIGH POVERTY SCHOOLS.

(a) In General.--

(1) Purposes.--The purposes of this section are--

(A) to integrate activities under this Act with school-to-work activities carried out under other Acts; and

(B) to maximize the effective use of resources.

(2) Combination of funds.--To carry out such purposes, a local partnership that receives assistance under title II or III may carry out schoolwide school-to-work activities in schools that meet the requirements of subparagraphs (A) and (B) of section 263(g)(1) of the Job Training Partnership Act (29 U.S.C. 1643(g)(1) (A) and (B)) with funds obtained by combining--

(A) Federal funds under this Act; and

(B) other Federal funds made available from among programs under--

(i) the provisions of law listed in paragraphs (2) through (6) of section 502(b); and

(ii) the Job Training Partnership Act (29 U.S.C. 1501 et seq.).

(b) Use of Funds.--A local partnership may use the Federal funds combined under subsection (a) under the requirements of this Act, except that the provisions relating to the matters specified in paragraphs (1) through (6) and paragraphs (8) and (9) of section 502(c), and paragraphs (1) through (3) and paragraphs (5) and (6) of section 503(b), that relate to the program through which the funds described in subsection (a)(2)(B) were made available, shall remain in effect with respect to the use of such funds.

(c) Additional Information in Application.--A local partnership seeking to combine funds under subsection (a) shall include in the application of the local partnership under title II or III--

(1) a description of the funds the local partnership proposes to combine under the requirements of this Act;

(2) the activities to be carried out with such funds;

(3) the specific outcomes expected of participants in schoolwide school-to-work activities; and

(4) such other information as the State, or Secretaries, as the case may be, may require.

(d) Provision of Information.--The local partnership shall, to the extent feasible, provide information on the proposed combination of Federal funds under subsection (a) to educators, parents, students, advocacy and civil rights organizations, labor and business organizations, and the public.

SEC. 505. COMBINATION OF FEDERAL FUNDS BY STATES FOR SCHOOL-TO-WORK ACTIVITIES.

(a) In General.--

(1) Purposes.--The purposes of this section are--

(A) to integrate activities under this Act with State school-to-work activities carried out under other Acts; and

(B) to maximize the effective use of resources.

(2) Combination of funds.--To carry out such purposes, a State that has an approved State plan may carry out activities necessary to develop and implement a statewide School-to-Work Opportunities system with funds obtained by combining--

(A) Federal funds under this Act; and

(B) other Federal funds that are made available under--

(i) section 102(a)(3) of the Carl D. Perkins Vocational Education and Applied Technology Education Act (20 U.S.C. 2312(a)(3));

(ii) section 202(c)(1)(C) or section 262(c)(1)(C) of the Job Training Partnership Act (29 U.S.C. 1602(c)(1)(C) or 1642(c)(1)(C));

(iii) section 202(c)(1)(B) of the Job Training Partnership Act that would otherwise be available for the purposes described in section 202(c)(3) of such Act; or

(iv) section 262(c)(1)(B) of the Job Training Partnership Act that would otherwise be available for the purposes described in section 262(c)(3) of such Act.

(b) Use of Funds.--A State may use, under the requirements of this Act, Federal funds that are made available to the State and combined under subsection (a) to carry out school-to-work activities, except that the provisions relating to the matters specified in section 502(c), and section 503(b), that relate to the program through which the funds described in subsection (a)(2)(B) were made available, shall remain in effect with respect to the use of such funds.

(c) Additional Information in Application.--A State seeking to combine funds under subsection (a) shall include in the application described in section 213--

(1) a description of the funds the State proposes to combine under the requirements of this Act;

(2) the activities to be carried out with such funds;

(3) the specific outcomes expected of participants in school-to-work activities;

(4) formal evidence of support for the request by the State agencies or officials with jurisdiction over the funds that would be combined; and

(5) such other information as the Secretaries may require.

(d) Extension.--The authority of a State to combine funds under this section shall not exceed 5 years, except that the Secretaries may extend such period if the Secretaries determine that an extension of such authority would further the purposes of this Act.

(e) Limitation.--Nothing in this section shall be construed to relieve a State of an obligation to conduct the activities required under section 201(b) of the Carl D. Perkins Vocational Education and Applied Technology Education Act.

 TITLE VI--GENERAL PROVISIONS

SEC. 601. REQUIREMENTS.

The following requirements shall apply to programs under this Act:

(1) Prohibition on displacement.--No student participating in such a program shall displace any currently employed worker (including a partial displacement, such as a reduction in the hours of nonovertime work, wages, or employment benefits).

(2) Prohibition on impairment of contracts.--No such program shall impair existing contracts for services or collective bargaining agreements, and no such program that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization and employer concerned.

(3) Prohibition on replacement.--No student participating in such a program shall be employed or fill a job--

(A) when any other individual is on temporary layoff, with the clear possibility of recall, from the same or any substantially equivalent job with the participating employer; or

(B) when the employer has terminated the employment of any regular employee or otherwise reduced the workforce of the employer with the intention of filling the vacancy so created with the student.

(4) Workplaces.--Students participating in such programs shall be provided with adequate and safe equipment and safe and healthful workplaces in conformity with all health and safety requirements of Federal, State, and local law.

(5) Effect on other laws.--Nothing in this Act shall be construed to modify or affect any Federal or State law prohibiting discrimination on the basis of race, religion, color, ethnicity, national origin, gender, age, or disability, or to modify or affect any right to enforcement of this Act that may exist under other Federal laws, except as expressly provided by this Act.

(6) Prohibition concerning wages.--Funds appropriated under authority of this Act shall not be expended for wages of students or workplace mentors participating in such programs.

(7) Other requirements.--The Secretaries shall establish such other requirements as the Secretaries may determine to be appropriate, in order to ensure that participants in programs under this Act are afforded adequate supervision by skilled adult workers, or to otherwise further the purposes of this Act.

SEC. 602. SANCTIONS.

(a) Termination or Suspension of Assistance.--

(1) In general.--The Secretaries may terminate or suspend any financial assistance under this Act, in whole or in part, or not make payments under a grant awarded under this Act, if the

Secretaries determine that a recipient has failed to meet any requirements of this Act, including--

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- (A) reporting requirements under section 402(c);
- (B) regulations under this Act; or
- (C) requirements of an approved State plan.

(2) Notice and opportunity for hearing.--If the Secretaries terminate or suspend such financial assistance, or do not make such payments under paragraph (1), with respect to a recipient, then the Secretaries shall provide--

- (A) prompt notice to such recipient; and
- (B) the opportunity for a hearing to such recipient not later than 30 days after the date on which such notice is provided.

(b) Nondelegation.--The Secretaries shall not delegate any of the functions or authority specified in this section, other than to an officer whose appointment is required to be made by and with the advice and consent of the Senate.

SEC. 603. STATE AUTHORITY.

Nothing in this Act shall be construed to negate or supersede the legal authority, under State law or other applicable law, of any State agency, State entity, or State public official over programs that are under the jurisdiction of the agency, entity, or official. Nothing in this Act shall be construed to interfere with the authority of such agency, entity, or official to enter into a contract under any provision of law.

SEC. 604. PROHIBITION ON FEDERAL MANDATES, DIRECTION, AND CONTROL.

Nothing in this Act shall be construed to authorize an officer or employee of the Federal Government to mandate, direct, or control a State's, local educational agency's, or school's curriculum, program of instruction, or allocation of State or local resources or mandate a State or any subdivision thereof to spend any funds or incur any costs not paid for under this Act.

SEC. 605. AUTHORIZATION OF APPROPRIATIONS.

(a) In General.--There are authorized to be appropriated to the Secretaries to carry out this Act \$300,000,000 for fiscal year 1995 and such sums as may be necessary for each of the fiscal years 1996 through 1999.

(b) Reservations.--From amounts appropriated under subsection (a) for any fiscal year, the Secretaries--

(1) shall reserve not more than 1/2 of 1 percent of such amounts for such fiscal year to provide grants under sections 202 and 212 to the jurisdictions described in section 202(b);

(2) shall reserve not more than 1/2 of 1 percent of such amounts for such fiscal year to provide grants under subtitle C of title II to establish and carry out School-to-Work Opportunities programs for Indian youths that involve Bureau funded schools (as defined in section 1139(3) of the Education Amendments of 1978 (25 U.S.C. 2019(3)));

(3) shall reserve 10 percent of such amounts for such fiscal year to provide grants under section 302(b) to local partnerships located in high poverty areas, which reserved funds may be used in conjunction with funds available under the Youth Fair Chance Program set forth in part H of title IV of the Job Training Partnership Act (29 U.S.C. 1782 et seq.); and

(4)(A) shall reserve 2.5 percent of such amounts for such fiscal year to carry out section 404; and

(B) shall reserve not more than an additional 5 percent of such amounts for such fiscal year to carry out other activities under title IV, and activities under sections 214(d) and 303(d).

(c) Availability of Funds.--Funds appropriated for any fiscal year for programs authorized under this Act shall remain available until expended.

TITLE VII--OTHER PROGRAMS

Subtitle A--Reauthorization of Job Training for the Homeless
Demonstration Program Under the Stewart B. McKinney
Homeless Assistance Act

SEC. 701. REAUTHORIZATION.

(a) In General.--Section 739(a) of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11449(a)) is amended by striking "the following amounts:" and all that follows and inserting "such sums as may be necessary for each of the fiscal years 1994 and 1995."

(b) Conforming Amendment.--Section 741 of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11450) is amended by striking "1993" and inserting "1995".

Subtitle B--Tech-Prep Programs

SEC. 711. TECH-PREP EDUCATION.

(a) Contents of Program.--Section 344(b)(2) of the Tech-Prep Education Act (20 U.S.C. 2394b(b)(2)) is amended by inserting "or 4 years" before "of secondary school".

(b) Special Consideration; Priority.--Section 345(d)(2) of the Tech-Prep Education Act (20 U.S.C. 2394c(d)(2)) is amended to read as follows:

"(2) are developed in consultation with business, industry, labor unions, and institutions of higher education that award baccalaureate degrees; and".

Subtitle C--Alaska Native Art and Culture

SEC. 721. SHORT TITLE.

This title may be cited as the "Alaska Native Culture and

SEC. 722. ALASKA NATIVE ART AND CULTURE.

Part B of title XV of the Higher Education Amendments of 1986 (20 U.S.C. 4441 et seq.) is amended--

(1) in the part heading, to read as follows:

"Part B--Native Hawaiians and Alaska Natives";
and

(2) in section 1521, to read as follows:

"SEC. 1521. PROGRAM FOR NATIVE HAWAIIAN AND ALASKA NATIVE
CULTURE AND ARTS DEVELOPMENT.

"(a) In General.--The Secretary of the Interior is authorized to make grants for the purpose of supporting programs for Native Hawaiian or Alaska Native culture and arts development to any private, nonprofit organization or institution which--

"(1) primarily serves and represents Native Hawaiians or Alaska Natives, and

"(2) has been recognized by the Governor of the State of Hawaii or the Governor of the State of Alaska, as appropriate, for the purpose of making such organization or institution eligible to receive such grants.

"(b) Purpose of Grants.--Grants made under subsection (a) shall, to the extent deemed possible by the Secretary and the recipient of the grant, be used--

"(1) to provide scholarly study of, and instruction in, Native Hawaiian or Alaska Native art and culture,

"(2) to establish programs which culminate in the awarding of degrees in the various fields of Native Hawaiian or Alaska Native art and culture, or

"(3) to establish centers and programs with respect to Native Hawaiian or Alaska Native art and culture that are similar in purpose to the centers and programs described in subsections (b) and (c) of section 1510.

"(c) Management of Grants.--

"(1) Any organization or institution which is the recipient of a grant made under subsection (a) shall establish a governing board to manage and control the program with respect to which such grant is made.

"(2) For any grants made with respect to Native Hawaiian art and culture, the members of the governing board which is required to be established under paragraph (1) shall--

"(A) be Native Hawaiians or individuals widely recognized in the field of Native Hawaiian art and culture,

"(B) include a representative of the Office of Hawaiian Affairs of the State of Hawaii,

"(C) include the president of the University of Hawaii,

"(D) include the president of the Bishop Museum, and

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"(E) serve for a fixed term of office.

"(3) For any grants made with respect to Alaska Native art and culture, the members of the governing board which is required to be established under paragraph (1) shall--

"(A) include Alaska Natives and individuals widely recognized in the field of Alaska Native art and culture,

"(B) represent the Eskimo, Indian and Aleut cultures of Alaska, and

"(C) serve for a fixed term."

Subtitle D--Job Training

SEC. 731. AMENDMENT TO JOB TRAINING PARTNERSHIP ACT TO PROVIDE ALLOWANCES FOR CHILD CARE COSTS TO CERTAIN INDIVIDUALS PARTICIPATING IN THE JOB CORPS.

Section 429 of the Job Training Partnership Act (29 U.S.C. 1699) is amended by adding at the end the following new subsection:

"(e) In addition to child care assistance provided under section 428(e), the Secretary shall provide enrollees who otherwise could not participate in the Job Corps with allowances to pay for child care costs, such as food, clothing, and health care for the child. Allowances under this subsection may only be provided during the first 2 months of an enrollee's participation in the program and shall be in an amount that does not exceed the maximum amount that may be provided by the State pursuant to section 402(g)(1)(C) of the Social Security Act (42 U.S.C. 602(g)(1)(C))."

TITLE VIII--TECHNICAL PROVISIONS

SEC. 801. EFFECTIVE DATE.

This Act shall take effect on the date of enactment of this Act.

SEC. 802. SUNSET.

The authority provided by this Act shall terminate on October 1, 20

Speaker of the House of Representatives.

Vice President of the United States and

President of the Senate.

APPENDIX B**Georgia Youth Apprenticeship Legislation**

20-2-161.2 Youth Apprenticeship Program: policies, standards, criteria, procedures, and administrative requirements; pilot projects.

(a) Any eleventh or twelfth grade pupil or pupil aged 16 or over in any public school in this state may enroll in a Youth Apprenticeship Program which is offered at that public school and which is approved for secondary credit by the department. Such pupil shall be granted release time from the public school to work as an apprentice for any business enterprise which is approved by the department as a qualified employer under the educational apprenticeship program. A pupil shall receive secondary credit for such apprenticeship only under the conditions established by the department. The department is authorized to establish a Youth Apprenticeship Program and to promulgate such policies, standards, procedures, criteria, and administrative requirements as may be necessary to implement the program by rules and regulations. The department shall consult the Department of Technical and Adult Education in developing such policies and procedures. The department's certified educational apprenticeship plan shall include but not be limited to the following:

- (1) A detailed training plan between employer and apprentice that identifies specific work tasks that will develop workplace competency;
 - (2) A minimum of 144 classroom hours of related academic instruction and training;
 - (3) A minimum of 2,000 hours of on-the-job training;
 - (4) A progressive wage schedule established by the participating employer;
 - (5) On-site evaluation of the pupil's performance;
 - (6) Training remediation as necessary at the school site;
 - (7) A broad range of skills but shall be focused on manufacturing and engineering technology, administration and office technology, and health care;
 - (8) Development of materials by the business, industry, and labor community in conjunction with the department to promote the awareness of apprenticeships for high school students and encourage recruitment; and
 - (9) Structural linkage between secondary and postsecondary components of the program leading to the awarding of a high school diploma and postsecondary certification of occupational skills.
- The apprenticeship program shall include on-site training only in positions that have been certified by the Department of Labor as highly skilled jobs in business and industry.

(b) The department shall develop pilot projects for the fiscal year 1994 and fiscal year 1995 school years and shall implement and direct a comprehensive apprenticeship program for all school systems by fiscal year 1996. (Code 1981, ss20-2-161.2, enacted by Ga. L. 1992, p. 2772, ss1.)

APPENDIX C

Example of Education/Training Agreement

Apprenticeship Program

c/c Middle Georgia Technical Institute
1311 Corder Road
Warner Robins, Georgia 31088

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TRAINING AGREEMENT & APPLICATION

NAME _____ DATE _____

FULL ADDRESS _____

SCHOOL _____ HOME PHONE _____

DATE OF BIRTH _____ S.S. NUM _____

VOCATIONAL COURSE(S) ENROLLED IN _____

VOCATIONAL COURSE(S) TAKEN _____

OVERALL G.P.A. _____ ATTENDANCE LAST QUARTER _____

APPLIED COURSES ENROLLED IN:

APPLIED COURSES TAKEN:

INITIALS

_____	_____	_____
_____	_____	_____
_____	_____	_____

RECOMMENDATION #1

RECOMMENDATION #2

_____	_____
_____	_____
_____	_____
_____	_____

STUDENT AGREEMENT: I am applying for participation and training in the Middle Georgia Youth Aerospace Apprenticeship Program (MGYAAP). I agree to:

- be regular in attendance and on time at both school site and work-site. I will notify my work-site supervisor and MGYAAP Coordinator if, under emergency situations, I am unable to attend work.
- abide by all terms and conditions of regular employment at the work-site and accept duties as assigned by my supervisor.
- carry out my duties at the work-site in such a manner that will reflect credit upon myself and the Aerospace Youth Apprenticeship Program.

STUDENT'S NAME: _____

- (d). provide my own transportation to and from the work-site and school site.
- (e). maintain a 2.5 Grade Point Average.
- (f). avoid alcohol and drug abuse.

STUDENT SIGNATURE _____ DATE _____

PARENT OR GUARDIAN AGREEMENT: I am interested in having my son/daughter enter the Middle Georgia Youth Aerospace Apprenticeship Program (MGYAAP) and will cooperate with the apprenticeship coordinator, the work-site supervisor, and the school in training him/her toward success in a career objective.

PARENT SIGNATURE _____ DATE _____

ADDRESS: _____

PHONE: Work _____ Home _____

BUSINESS SITE AGREEMENT: The employer agrees to:

- (a). assign a member of the employing organization as a workplace mentor.
- (b). pay the apprentice a wage according to the scale included in this agreement.
- (c). assist the apprentice in acquiring necessary skills and knowledge in an orderly sequence.
- (d). provide feedback to the school on individual progress.
- (e). make reasonable efforts to employ the youth upon successful completion of the program.

NAME OF BUSINESS _____

ADDRESS: _____

PHONE: _____

SIGNATURE:

COMPANY REPRESENTATIVE _____

DATE _____

STUDENT'S NAME: _____

EDUCATIONAL AGENCY AGREEMENT: The secondary and postsecondary schools named in this agreement will:

- (a). support the student toward the achievement of a positive learning experience.
- (b). appoint an apprenticeship monitor to maintain regular contact with all parties involved and assist student progress in accomplishing maximum level of skills training and employment readiness.
- (c). ensure close coordination between academic instruction, work-based learning, and work-site experience

MGYAAP MONITOR/COUNSELOR: _____

SIGNATURES:

SUPERINTENDENT, SCHOOL SYSTEM

DATE

PRESIDENT, POSTSECONDARY SCHOOL

DATE

STUDENT'S NAME: _____

AUTHORIZATION TO RELEASE INFORMATION

I hereby authorize

Middle Georgia Aerospace Youth Apprenticeship Program

c/o Middle Georgia Technical Institute

1311 Corder Road

Warner Robins, Georgia 31093

to release only information and school related records on my child, _____,
(name)
_____, as it pertains to the Middle Georgia Aerospace Youth Apprenticeship Program.
(birthdate)

It is understood that the party to whom this information is released will not release it to a third party.

I understand and agree to the above statement.

Signature

Date

(Authorization to be kept on file.)

APPENDIX D

Fact Sheet on Legal Liabilities

Youth Apprenticeship and Insurance Liability

A Fact Sheet Prepared by Jobs for the Future National Youth Apprenticeship Initiative

This fact sheet presents general guidelines for understanding liability issues surrounding youth apprenticeship. Also included are innovations at the state and local level that have tried to lessen the costs and responsibility of employers. The final section points out ways in which practitioners feel their programs could benefit from changes in state or federal laws and policies.

Readers of this fact sheet should also see the JFF Fact Sheet entitled "Youth Apprenticeship and Child Labor Laws" and the matrix "10 Site Practices on Employment, Pay and Insurance Liability for Youth Apprentices."

Liability issues can be broken down into three general categories—a student's transportation to and from the jobsite; the time spent on the job; and post-employment. While many initial questions have been raised about the added expense or complication of having students on the jobsite, youth apprenticeship program designers have found most of the legal issues straightforward and costs minimal (with the exception of transportation). In fact, a brief inquiry conducted by the youth apprenticeship program in Pennsylvania found that the addition of 16-year-olds to a workforce would *not* increase insurance premiums.

Liability is largely dependent on who is the actual employer of the youth apprentice. Aside from the company itself, a school or a third-party might also act as the employer. In Maine, technical schools will act as the agent for the student apprentice. The schools will bill the employers for hours worked by the student. In the Tulsa Craftsmanship 2000 program, a 501(c)(3) acts as the employer and is thus responsible for all liabilities.

Transportation

In general, the party responsible for transportation is also liable in the case of an accident. If the school is transporting the student, then normal school bus coverage applies. The same is true if the employer covers transportation.

Some programs have students sign an agreement at the beginning stating that they are responsible for their own transportation. Teachers and administrators cite precedent for this in cooperative education programs. In the case of a student driving him/herself to the workplace during the school day, there should be no difference from liability issues for students getting to school or an extra-curricular activity.

Fact Sheet: Insurance Liability

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- ❖ Under an up-front agreement, some programs state that if a student chooses to transport her/himself, then the school is not liable and the student's own insurance should apply.
- ❖ The Careers and Occupational Awareness-Check into Health (COACH) program in Michigan has a letter from the school system's insurer stating that it would cover students participating in the program *except* when they are actually on the job and being paid by the employer. In the absence of a student's own insurance, the school would, in that case, be the liable party.
- ❖ In Philadelphia the school has had to provide urban students with costly transportation to workplaces in outlying areas, because local auto insurance rates are prohibitively high for youth.
- ❖ Project ProTech students in Boston rely on public transportation to their jobs in city hospitals. The school system provides students with a transit pass.
- ❖ Oakland, CA, Health and Bioscience Academy students are provided with a transit pass for the first month of their paid internship, either by the school system or the employer.
- ❖ Cambridge-Lesley Careers in Education students either walk or ride the elementary school bus to the schools where they work as teacher's aids. As unpaid volunteers, they remain under school liability policies.
- ❖ When mentors of Oakland, CA, Health and Bioscience Academy transport students, they are required to notify the school district of their plans ahead of time, in writing. Provided they do this, the school district provides insurance coverage, similar to a school field trip.

Workers' Compensation

A student in an observer or volunteer role in the workplace is, in effect, still in an extension of the school. Once the student becomes actively involved in the work, and/or begins to operate equipment, or is paid by the employer, then s/he becomes an employee of the firm. The student then comes under the employer's workers' compensation coverage.

- ❖ Oregon legislation on youth apprenticeships specifically states that the training agent—the employer—shall provide workers' compensation coverage for youth apprentices.
- ❖ As the employer, Maine technical schools are legally responsible for workers' compensation coverage. This is structured into the program so as

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to avoid the disincentive of workers' compensation costs to the employer. Health insurance may eventually be done in a similar manner.

- ❖ In Pickens County, SC, students working for very small employers unable to provide workers' compensation will be covered under the State School Board Association's policy. The state board is self-insured, and cooperative students have been added to the policy in the past for no extra charge.
- ❖ Some Oakland, CA, Health and Bioscience Academy students are paid by the school district with federal grant money. These students are covered by the school district.

Unemployment Insurance

Unemployment insurance is generally not provided to youth apprentices, either by specific state legal exemption or by the fact that they are part-time employees.

- ❖ In Pennsylvania, the work of a student learner under 22 who is enrolled at a non-profit or public education institution that grants credit for academic/work experience activities is not considered when determining the eligibility of an individual for unemployment compensation benefits.
- ❖ Michigan law states that student learners are not eligible for unemployment insurance.
- ❖ Project ProTech employers in Boston have agreed to make youth apprenticeship students immune to any company lay-offs.

Liability for student actions on the job

An employer is liable for the finished product or service produced in her/his establishment.

Policy Changes recommended for youth apprenticeship

- ❖ State coverage of transportation reimbursement for schools.
- ❖ State insurance coverage for employers and/or students who wish to provide their own transportation.
- ❖ State provision of workers' compensation in situations in which employers are unable to provide coverage because of their size.

Child Labor Laws and Youth Apprenticeship

A Fact Sheet Prepared by Jobs for the Future National Youth Apprenticeship Initiative

Since youth apprenticeship is designed to give students paid work experience, program planners must be well-versed in existing federal and state laws regarding the employment of minors. Statutes and administrative regulations establish legal guidelines on the number of hours minors may work, the types of jobs they can perform, necessary safety precautions, and the amount and form of compensation. The guidelines can affect both program and system design.

This fact sheet summarizes some basic aspects of federal law and presents the experience and innovations of ten different sites in developing youth apprenticeship within the guidelines of this law. The final section lays out how federal and state law regarding child labor and work-based learning might be changed to help support youth apprenticeship while maintaining the protections for minors that are the goal of child labor laws.

Readers of this fact sheet should also refer to the JFF Fact Sheet entitled "Youth Apprenticeship and Insurance Liability" and the matrix "10 Site Practices on Employment, Pay and Insurance Liability for Youth Apprentices."

Federal and State Laws

Laws regarding the employment of minors exist both at the federal and the state levels. The federal and state governments share jurisdiction in this area. Federal law on the employment of minors in nonagricultural work is summarized in "Child Labor Bulletin No. 101: Child Labor Requirements in Nonagricultural Occupations," based on the Fair Labor Standards Act (FLSA) (See Appendix 1). Readers interested in agricultural employment of minors should see "Child Labor Bulletin No. 102." References to the employment of minors hereafter will be to nonagricultural employment.

All states also have child labor laws. Individual state laws on youth employment are issued by the state department of labor and can be easily obtained. State child labor laws and/or other federal laws, such as those relating to occupational health and safety, etc., may have higher standards. In general, *the more stringent standard must be observed*. This is also true for state vs. federal minimum wage laws—the higher minimum applies.

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Federal law establishes standards for two distinct groups of youth—14 and 15 year-olds and 16 and 17 year-olds. The law treats persons who are at least eighteen years of age as adult workers.

In general, minimum age standards are as follows:

- ♦ **Ages 14 or 15.** A minor must be at least 14 years of age to be employed in specified occupations, outside school hours, for limited periods of time each day and each week. The FLSA limits 14 and 15 year-olds to specific occupations when employed in retail, food service or gas establishments. The law forbids employment in most other industries, including manufacturing, processing, transportation and communication, unless the youth is involved in a Work Experience and Career Exploration Program (see below). In addition, 14 and 15-year-olds are prohibited from working in any of the occupations deemed by the U.S. Secretary of Labor as hazardous, with no exceptions.
- ♦ **Age 16.** Sixteen years is the basic minimum age for employment in the United States. At 16 years of age, youths may be employed in any occupation other than one declared hazardous by the Secretary of Labor. (The sections below list Hazardous Occupations and Exemptions).
- ♦ **Age 18.** Minimum age for employment in nonagricultural occupations declared hazardous by the Secretary of Labor.

Time and Hour Restrictions

Federal law restricts the number of allowable work hours for 14 and 15 year-olds. Fourteen and 15-year-olds are *not permitted to work*:

- ♦ during school hours;
- ♦ before 7 a.m. or after 7 p.m. (*except 9 p.m. from June 1 through Labor Day*);
- ♦ more than three hours per day on school days; or
- ♦ more than 18 hours per week during school weeks.

Students enrolled in Work Experience and Career Exploration Programs (see definition below) may be employed during the school day and up to 23 hours in a school week. (Appendix 2 lists federal and individual state hour restrictions).

Federal law does not restrict the time or duration of employment for 16 and 17-year-olds. Some states have set limits for this group. Wisconsin, for example, limits 16 and 17-year-olds to 4 hours of employment on school days.

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Hazardous Occupations

The Secretary of Labor has declared 17 occupations to be particularly hazardous or detrimental to the health and well-being of 16 and 17-year-olds. These include, for example, manufacturing and storing explosives; motor-vehicle driving and outside helper; exposure to radioactive substances; power-driven hoisting apparatus; mining (other than coal mining); power-driven bakery machines; manufacturing brick, tile and kindred products; and wrecking, demolition and shipbreaking operations.

In some cases, careful structuring of the workplace component can ensure that students do not operate certain machinery, thus satisfying U.S. Department of Labor concerns. States may have additions to this list. Exemptions exist for apprentices and student learners in *some* of these occupations (see "Exemptions" below).

Youth apprenticeship programs geared toward manufacturing, metalworking and health care bear the greatest concern for specifics of this section of the law, since occupations that involve power-driven metal forming, punching and shearing machines and those involving exposure to radioactive substances and to ionizing radiations are considered hazardous. Exemptions exist in the former category, but not the latter.

- ♦ Legislation establishing youth apprenticeship in the State of Oregon states that "in licensed trades and in hazardous occupations, on-the-job training for students 16 years of age may be simulated cooperatively at industry training centers." Discretion as to where this training will take place—on the job site or in the training center—lies with the apprenticeship committee employing the youth.

Exemptions for Educational Programs: WECEP, Apprenticeship and Student Learner

Minors enrolled in certain kinds of school or apprenticeship programs are exempt from some provisions of federal and state laws.

Work Experience and Career Exploration Programs. WECEP programs provide 14 and 15-year-olds with exposure to the workplace, linked with classroom job-related and employability skills instruction for which credit is granted. The FLSA states that WECEP programs must be administered by a school under the authority of the State Educational Agency and with approval of the Wage and Hour Division Administrator of the U.S. Department of Labor. Enrollment allows a student to work during school hours, up to 3 hours in a day and 23 hours in a school week. Students also may work in certain occupations

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otherwise prohibited for which a variation has been granted by the Administrator of the Wage and Hour Division.

Apprentices. The 16 or 17-year-old apprentice must be employed in a craft recognized as an apprenticeable trade and registered by the Bureau of Apprenticeship and Training (BAT) of the U.S. Department of Labor or the state equivalent. Apprentices are permitted to perform some of the occupations deemed hazardous by the law, provided they are employed under a set of specified conditions.

An apprentice is permitted to perform some of the occupations deemed hazardous by the law, provided the work is *incidental* to his or her training; such work is *intermittent* and for short periods of time; and that the work be performed under the direct and close supervision of a journeyman.

Practitioners and Department of Labor officials interpret the terms "incidental" and "intermittent" to mean that a minor may operate certain types of machinery, for example, in order to learn about it, but should not be employed as a regular operator. Case law may further clarify these definitions.

The link of this apprentice status to apprenticeable occupations and to BAT places limits on its applicability to youth apprenticeship. Most apprenticeship programs require entrants to be 18 years old and hold a high school diploma or equivalent.

Student learner. The student learner is also permitted to be employed in certain hazardous occupations. S/he must be:

- (1) enrolled in a cooperative vocational program recognized by the state or local educational authority, or in a similar program conducted by a private school; or
- (2) employed under a written agreement that contains the student's name and is signed by the employer and the school coordinator or principal. The agreement must provide that:
 - (i) the work in hazardous occupations is *incidental* to the training;
 - (ii) such work is *intermittent* and for short periods of time, and under the direct and close supervision of a qualified and experienced person;
 - (iii) safety instruction must be given in schools and integrated with on-the-job training; and
 - (iv) a schedule of organized and progressive work processes to be performed on the job is prepared.

The student learner status is the one most frequently used by youth apprenticeship programs in that most (though not all) states have cooperative education programs in place. Some states are working toward development of

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youth apprenticeship programs that satisfy the requirements of the student learner provisions under the federal law.

- ❖ The State of Oregon hopes to gain Department of Labor approval for its 18-week career exploration and work experience program, leading to youth apprenticeship with a certified training agent.
- ❖ The proposed National Youth Apprenticeship Act of 1992 (S.2745 and HR.5220) would amend FLSA to recognize youth apprentices enrolled in certified youth apprenticeship programs as student learners. Youth apprentices would receive the same protections and be treated the same as student learners under existing law.
- ❖ Proposed Pennsylvania legislation regarding secondary education would recognize youth apprenticeship as a means of secondary education completion. This would permit the youth apprentice to operate under the same exemptions as the "student learner."

Safety and Health

Safety instruction must be provided to the student learner by the school and correlated by the employer with on-the-job training. OSHA regulations do not apply to schools since they are public employers. However, if a student's school experience is at work, then whatever OSHA regulations apply to the workplace are relevant.

- ❖ The Careers and Occupational Awareness-Check into Health (COACH) program in Kalamazoo, MI has found that in order to work in health occupations, students must have a TB test, a second MMR (Mumps, Measles, and Rubella) vaccination, and a Hepatitis B vaccination. The Hepatitis B vaccination costs approximately \$120. For students not covered by their parent's or social service plans, the school system will have to pick up the bill.
- ❖ Project ProTech students working in Boston hospitals were given various tests, and/or immunizations prior to commencing work.

Work Permits and Agreements

The federal laws allow employers to protect themselves from unintentional violation of the child labor provisions by keeping on file an employment or age certificate for each minor employed. States often go beyond this to require that

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minors obtain a work permit or educational certificate from their school district prior to gaining employment.

In accordance with federal law, the student learner must be employed under a written agreement providing for safety instruction, supervision and an schedule of organized and progressive work processes for the student. This agreement must include the student's name and be signed by the employer and the school coordinator or principal.

Youth apprenticeship programs have developed their own training agreements that include further clarification of expectations, rules and responsibilities (See Appendix 3 for Pennsylvania sample).

- ♦ The Pasadena, CA School District issues work permits to all students under 18 seeking any type of employment. Undocumented foreign students in the Partnership Academy have been unable gain a permit because they do not have a social security number.
- ♦ Foreign-born Pasadena Partnership Academy students have been unable to gain employment in defense-related industries due to citizenship requirements.

Stipends and Wages

The FLSA requires the payment of minimum wage. Federal exemptions do exist for trainees and student learners, although individual state laws may override them. According to Department of Labor officials, the key determinant to the appropriate form and level of payment is the employment relationship, that is whether the student is a regular employee, a trainee or a student gaining work-related experience as part of her/his education.

Under certain conditions as specified in Section 14 of the FLSA, employers may pay a training wage of at least 85 percent of the minimum, but not less than \$3.35 an hour for up to 90 days to employees under the age of 20. The FLSA prohibits employers from displacing employees in order to hire employees at the training wage. Provisions regarding the training wage expire March 31, 1993.

Section 14 of the FLSA also allows for the payment of a sub-minimum wage to student learners under certificate of the Department of Labor. Such certificates are granted only if the students' work is seen and treated as part of their education.

Student learners in some youth apprenticeship and cooperative vocational education programs are given a stipend—payment not linked specifically to hours or production. This is done in the interest of cost, and of not adding students to employers' payrolls.

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- ♦ Students in Broome County, NY receive a stipend that is below minimum wage. Parents and students are made aware of this ahead of time. The school bills the employer for a student's time and, in turn, pays the student.
- ♦ Massachusetts requires that an employer pay at least minimum wage to students enrolled in any type of educational work program.
- ♦ In Oregon, where youth apprenticeship is linked to certified adult apprenticeship programs, legislation mandates that the student youth apprentice "...shall begin at a wage that is 80 percent of the first period of the apprenticeship wage established by the appropriate apprenticeship committee for the applicable standards, but shall not be less than the state minimum wage." In addition, "youth apprentices shall be evaluated for wage increases consistent with the policies established by the participating local apprenticeship committee."
- ♦ Maine plans to stretch students' pay over 52 weeks of the year, although students will be working fewer weeks. This will be done under an initial overall agreement among the student, parent or guardian, employer and school.
- ♦ All Tulsa youth apprentices are given a stipend equal to minimum wage for 40 hours per week, 220 school days per year. They are paid for school and work time, and can earn a bonus for earning good grades.
- ♦ Students working in Boston hospitals are evaluated for raises based on work performance.
- ♦ In certain instances, unions have taken positions on the stipends vs. wage question. In Broome County, NY, unions and workers supported the concept of a stipend because non-hourly workers would not be included in lay-off decisions, etc. At a site in Pennsylvania unions preferred a straight wage accompanying a clearly defined skill level, more in line with standard wage-skill grades for the general workforce.
- ♦ Families of Oakland, CA, Health and Bioscience Academy students have been reluctant to have them earn wages that may jeopardize the family's public assistance grant. In some cases, the school system has been able to ensure that the grants would not be reduced, while in other cases the students have had to volunteer rather than be paid a wage.

Thoughts about Child Labor Policy Changes and Clarifications for Youth Apprenticeship

- ♦ Federal legislation must recognize and allow student learners to be enrolled in youth apprenticeship programs.

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- ❖ State child labor laws that restrict work in certain occupations should be reviewed and updated where appropriate.
- ❖ Maximum allowable work hours for 16 and 17-year-olds should allow students the option of 2-3 week blocks at work. Some state child labor laws are based on the assumption that students will always spend some part of the school day in school.
- ❖ Federal law should permit immigrant students awaiting proper documentation to gain employment. Precedent for this exists for foreign college students in the U.S.. Under federal law, foreign students are permitted to work at jobs related to their curriculum, provided they are granted credit for such work from the post-secondary institution.
- ❖ States should ensure that wages earned by students of families on public assistance do not reduce or jeopardize the family's aid package.

APPENDIX E**Organizations Developing National Skills Standards**

ORGANIZATION	SKILL STANDARD AREA
American Chemical Society	Chemical process industries
American Electronics Association	Electronics
American Welding Society	Welding
Center for Occupational Research and Development	Hazardous materials management technician
Center for Occupational Research and Development	Photonics technician
Council on Hotel, Restaurant and Institutional Education	Tourism, travel and hospitality
Education Development Center	Biotechnical sciences (laboratory technicians)
Electronic Industries Foundation	Electronics (technicians)
Far West Lab for Educational Research and Development	Health science and technology (occupational cluster)
Foundation for Industrial Modernization	Computer-aided drafting (cluster of occupations)
Foundation for Industrial Modernization	Advanced manufacturing
Graphic Arts Technical Foundation	Printing (occupational clusters)
Grocers Research and Education Fund	Food marketing industry
Human Services Research Institute	Human services occupations
Institute of Industrial Launderers	Industrial launderers
Laborers-AGC Education and Training Fund	Health science and technology (occupational cluster)
National Automotive Technicians Education Foundation	Automotive, auto body and truck (technicians)

National Electrical Contractors Association	Electrical construction
National FFA Foundation	Agriscience/biotechnology
National Retail Federation	Retail trade
National Tooling and Machining Association	Metalworking
Vocational Technical Education Consortium of States (V-TECS)	Air conditioning, refrigeration and power